Additional Perspectives on the College System

Background Papers

VISION 2000

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on the
College System

Background Papers

Vision 2000
A Review of the Mandate of the Colleges of Applied Arts and Technology

VISION 2000

January 1990

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Vision 2000 is a review of the mandate of Ontario's Colleges of Applied Arts and Technology. It is coordinated by the Ontario Council of Regents and was initiated by the Minister of Colleges and Universities in October of 1988.

A Steering Committee, with broad-based representation, was established to guide the Vision 2000 process. Consultation, with a wide variety of stakeholders, and research was handled by five study teams. Study Team 1's task was to provide an empirical snapshot of the current college system and its external environment. Researchers from Study Team 2 examined the role of colleges in our changing economy, while Study Team 3 looked into ways that the college system could promote access and educational support for diverse learners. Study Team 4's purpose was to study the challenging interrelationships of quality, accessibility and efficiency. For Study Team 5 the research and consultation focussed on the linkages between colleges and other educational institutions.

The background papers in this volume are part of a number of publications by researchers prepared for Vision 2000. These papers do not necessarily represent the views of the Study Teams, the Vision 2000 Steering Committee, or the Ontario Council of Regents.

Together the background papers are meant to provide a broad base of ideas as part of the input for the deliberations of the study teams and the Steering Committee.

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Additional Perspectives on the College System

Background Papers

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Vision Franco-Ontarienne de l'avenir des collèges

Hugh Armstrong and Peter Warrian

The College's Impact on the Local Economy: A Case Study of Elliot Lake

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Craig McFadyen and Robert Alexander Marshall

Models for Increased Private Sector Financing of Trading and Labour Market Development

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Peter Adams, Charles Pascal and Mora Thompson

Perceptions of the Colleges of Applied Arts and Technology: Interviews with Cabinet Ministers and Other MPPs

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Charles Pascal

Vision 2000 Alumni Focus Group Summary Report

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L'ANALYSTE

Vision franco-ontarienne de l'avenir des collèges

Sixth Table

Sommaire

Le moment est venu pour la communauté franco-ontarienne de se donner un réseau de collèges de langue française. Elle doit en faire un outil qui lui permettra de s'épanouir pleinement culturellement et de contribuer plus étroitement au devenir de la société ontarienne. Le présent document vise à présenter les principales orientations qu'ont retenues jusqu'ici les intervenants et intervenantes dans le dossier de l'éducation collégiale quant à l'avenir de ce réseau.

Le document est divisé en cinq parties. Elles couvrent chacune un certain nombre de questions pertinentes à l'avenir des collèges de langue française en Ontario, regroupées en fonction des thématiques choisies pour chacune des cinq équipes de travail de Vision 2000.

La première partie trace un portrait démographique et économique de l'Ontario français. Elle se veut aussi un rappel de la situation qui prévaut actuellement en matière de participation des francophones à l'éducation collégiale. Elle contient un ensemble d'informations statistiques sur la francophonie ontarienne. Parmi les points saillants, mentionnons: un nombre grandissant de personnes connaissant le français en Ontario, dont près de la moitié se trouve dans la région du Centre; une forte majorité d'adultes francophones; une population défavorisée sur le plan de l'emploi; une concentration des francophones dans les activités de service; une sous-scolarisation des personnes de langue maternelle française et une participation relative des francophones aux études collégiales inférieure à la moyenne provinciale. On y rappelle les droits conférés aux francophones de la province en vertu de la Loi de 1986 sur les services en français. La dernière section reproduit les principales recommandations du CEFO quant à un réseau de collèges de langue française à l'échelle de la province.

La seconde partie traite du mandat économique de ce réseau de collèges de langue française. Les collèges doivent donner aux jeunes qui entreront sur le marché du travail toutes les compétences nécessaires à leur pleine participation à l'économie qui émerge. Ils doivent aussi offrir à la population franco-ontarienne qui est déjà sur le marché du travail ou qui pourrait l'être des projets éducatifs lui permettant de s'adapter aux changements actuels de l'économie et d'y occuper la place à laquelle elle aspire. Ce double mandat les conduit d'une part à investir massivement dans une formation postsecondaire capable de projeter l'Ontario français sur la scène économique des années 2000. Il impose la recherche de l'excellence, dans des secteurs économiques retenus comme prioritaires, en particulier dans les services. Il implique d'autre part que les collèges de langue française se donnent les moyens de répondre adéquatement à toute la gamme des besoins de leur clientèle. Ils doivent être capables de contribuer efficacement aux initiatives visant à donner aux adultes francophones la formation de base nécessaire à leur pleine participation au marché du travail. Ils doivent aussi être en mesure d'offrir aux petites et moyennes entreprises franco-ontariennes des avenues originales pour la formation professionnelle de leur main-d'oeuvre.

La partie suivante traite du mandat communautaire des collèges. On discute ici du rôle primordial qu'ont à jouer ces derniers comme agents de changement d'une communauté qui doit relever le défi de prendre la place qui lui revient dans la société ontarienne, sur le plan économique certes mais aussi sur le plan culturel, social, politique. En d'autres mots, les collèges doivent contribuer à combler un retard accumulé depuis plusieurs décennies au niveau des capacités mêmes de la communauté franco-ontarienne de participer pleinement au devenir de l'Ontario. Ils ont comme mission principale de rendre les Franco-Ontariens et Franco-Ontariennes conscients des possibilités qui leur sont offertes en matière d'éducation collégiale et de leur ouvrir l'accès. Pour accomplir cette mission, ils doivent maintenir des relations très étroites avec leur clientèle, leurs institutions, leurs organisations. Ils doivent devenir des piliers de la vie française en Ontario et, comme tels, ils doivent s'impliquer activement dans la vie communautaire.

La quatrième partie porte sur le type d'organisation nécessaire au réseau pour s'acquitter de sa mission. Souplesse, concertation et autonomie sont au centre de l'orientation proposée. D'une part, tout doit être fait pour augmenter l'accès de la clientèle francophone aux collèges, d'où la nécessité d'une très grande souplesse, aussi bien au niveau des critères d'admission que pour l'organisation des programmes et des activités. Par ailleurs, le contexte particulier de prestation des services en langue française à l'échelle de la province exige une rationalisation des programmes spécialisés et une structure de concertation provinciale. Il exige aussi que les collèges de langue française aient la pleine autonomie. C'est là une question de survie.

La cinquième et dernière partie présente certaines orientations quant aux relations à développer entre le réseau de collèges de langue française et les autres éléments du système d'éducation franco-ontarienne. Les principales questions débattues sont: l'articulation entre les programmes d'études aux différents niveaux; le transfert des étudiants; la collaboration dans la sensibilisation et l'orientation de la clientèle étudiante; la concertation dans la planification du développement et la mise en place d'une infrastructure d'appui à la concertation.

En conclusion de leurs travaux, les membres de la 6e table de Vision 2000 recommandent que le réseau des collèges de langue française:

1. donne à sa clientèle postsecondaire la formation qui lui permettra d'oeuvrer efficacement dans les secteurs économiques dont le développement prioritaire est lié à l'avenir de la communauté et en particulier dans celui des services spécialisés (section 2.1.a);
2. regroupe certains enseignements dans des centres spécialisés afin d'éviter de subir les conséquences douloureuses du développement désordonné dans des secteurs vitaux de formation (section 2.1.b);
3. offre aux petites et moyennes entreprises franco-ontariennes des avenues originales pour la formation professionnelle de leur main-d'oeuvre (section 2.2.a);
4. contribue activement à la formation de base préalable au travail en industrie, incluant l'alphabétisation (section 2.2.b);
5. continue d'assurer, par une formation intégrée, toutes les étapes de la formation de la main-d'oeuvre (section 2.3);
6. propose à la communauté franco-ontarienne un projet éducatif qui corresponde à la fois à ses attentes et aux exigences du marché de l'emploi (section 3.1.a);
7. développe un plan d'action destiné à sensibiliser sa clientèle aux services qu'il peut lui offrir, et à susciter son désir de les utiliser (section 3.1.b);
8. mette en place un ensemble de services d'appoint pour sa clientèle dont des services de logement, d'aide financière, de refrancisation, d'accueil et d'orientation et d'appui à la clientèle féminine (section 3.1.c);
9. réponde adéquatement à la clientèle ayant des besoins spéciaux, non seulement en concevant une formation qui lui est spécialement destinée mais aussi en lui garantissant les services d'appui dont elle a besoin pour se prévaloir de cette formation (section 3.1.d);
10. s'ouvre à son milieu, en lui facilitant l'accès à ses ressources. Des liens formels doivent être mis en place à cette fin (section 3.2);
11. fasse de la collaboration employeurs-collèges une partie intégrante des programmes (section 3.3.a);
12. développe des modalités qui permettront une utilisation de leurs ressources en continuité avec les ressources du réseau associatif (section 3.3.b);
13. se donne une stratégie destinée à renforcer la fierté des Franco-Ontariens et Franco-Ontariennes, leur sentiment d'appartenance à la communauté, leur volonté de se respecter et de se faire respecter (section 3.4.a);

14. mette sur pied des centres de leadership (section 3.4.b);

15. s'implique directement dans les projets du milieu franco-ontarien (section 3.4.c);

16. devienne un porte-parole de la communauté franco-ontarienne sur toute question relative à l'éducation franco-ontarienne, à la formation professionnelle en français et à la place des francophones sur le marché de l'emploi (section 3.4.d):

17. soit d'une très grande souplesse dans l'admission à ses programmes, afin de permettre au plus grand nombre possible de Franco-Ontariens et de Franco-Ontariennes de s'en prévaloir (section 4.1.a);

18. se dote des mécanismes nécessaires pour procéder à l'évaluation et à la reconnaissance des acquis non scolaires (section 4.1.b);

19. se donne une programmation modulaire afin de s'adapter facilement aux rythmes différents des clientèles et à leur expérience préalable (section 4.2.a);

20. développe des modalités originales de prestation des programmes, tant en terme d'horaires, de lieux, que des appuis techniques (section 4.2.b);

21. développe tout le potentiel associé à la formation à distance (section 4.2.c);

22. offre à la communauté franco-ontarienne un éventail complet des programmes et des services dont elle a besoin, quels que soient les nombres en présence (section 4.3.a);

23. dispose de mécanismes formels de rationalisation des programmes spécialisés à l'échelle provinciale (section 4.3.b);

24. soit chapeauté d'un Conseil des services collégiaux de langue française qui devra tenir lieu et place de Conseil des affaires collégiales (section 4.4);

25. ait le mandat exclusif sur les programmes de langue française (section 4.5.a);

26. jouisse d'une pleine autonomie (section 4.5.b);

27. collabore étroitement avec le réseau des collèges de langue anglaise et que des mécanismes formels soient mis en place à cette fin, aux échelles régionale et provinciale (section 4.5.c);

28. bénéficie d'un mode de financement capable de soutenir les initiatives que lui dicte son mandat (section 4.6);

29. précise son rôle particulier au sein du système d'éducation franco-ontarienne (section 5.1.a);

30. collabore avec le palier secondaire à compenser les lacunes dans la formation de base des Franco-Ontariens et Franco-Ontariennes (section 5.1.b);

31. développe des avenues originales de coopération avec les universités en matière d'éducation postsecondaire (seciton 5.1.c);

32. prenne, de concert avec les établissements d'enseignement secondaires et universitaires, des actions immédiates en vue de faciliter le transfert de la clientèle du réseau de et vers les autres paliers d'enseignement (section 5.2);

33. collabore avec les autres éléments du système d'éducation franco-ontarienne à la sensibilisation et à l'orientation de la clientèle étudiante, au grand bénéfice de chacun des éléments du système d'éducation (section 5.3);

34. s'unisse avec les autres paliers du système d'enseignement afin de planifier avec rigueur l'utilisation des ressources qui sont à leur disposition afin qu'elles aient le plus de retombées possibles (section 5.4);

35. bénéficie d'une infrastructure d'appui à la concertation entre les établissements d'enseignement des différents niveaux, à l'échelle régionale et provinciale (section 5.5).

Ces recommandations forment un tout indissociable qui prend son sens dans le seul contexte de la création d'au moins trois collèges de langue française en Ontario.

Summary

The time has come for the Franco-Ontarian community to acquire a network of French-language colleges. The community must use this network as a means of fully developing its cultural potential and becoming more closely involved in shaping the future of the province. The purpose of this document is to present the main directions for the future of this network identified thus far by those involved in the issue of college education.

The document is divided into five sections. Each addresses a number of issues relevant to the future of French-language colleges in Ontario grouped together according to themes selected by each of the five Vision 2000 study teams.

Section one provides a demographic and economic profile of French Ontario. It also describes the situation which currently prevails with respect to francophone participation in college education. It presents statistical data on the French-speaking population of Ontario. Key among these are: a growing number of people who speak French in Ontario, close to one-half whom live in Central Ontario; a strong majority of francophone adults; the disadvantages that the French-speaking population faces where employment is concerned; the concentration of francophones in service occupations; the under-education of Ontarians whose mother tongue is French; and lower participation in college education among Franco-Ontarians relative to the population of the province as a whole. Mention is made of the rights that francophones in Ontario acquired under the French Language Services Act (1986). Finally, section one contains the main recommendations made by CEFO with respect to a province-wide network of French-language colleges.

Section two discusses the economic mandate of this network of French-language colleges. The colleges must ensure that young people entering the labour market have all of the skills they need in order to participate fully in the emerging economy. The colleges must also offer Franco-Ontarians who are, or who could be, in the labour market educational programs that will enable them to adapt to changes currently taking place in the economy, and to assume the place to which they aspire within that economy. This two-fold mandate will require massive investments in post-secondary training capable of launching French Ontario onto the economic scene of the year 2000. It will require a search for excellence in targeted economic sectors, particularly the service sector. The French-language colleges will also need to acquire the means to adequately respond to all of the needs of their clientele. They must be capable of making a meaningful contribution to initiatives whose purpose is to give adult francophones the basic training they need in order to participate fully in the labour market. The colleges must also be able to offer small-sized and medium-sized Franco-Ontarian businesses innovative solutions to their occupational training needs.

The colleges' community mandate is described in section three. It discusses the crucial role that the colleges must play as agents of change within a community that must meet the challenge of assuming its rightful place with the life of the province as a whole, not only on an economic level, but on a cultural, social, and political level as well. In other words, the colleges must help to correct a situation which has existed for decades with respect to the Franco-Ontarian community's ability to participate fully in shaping the future of Ontario. The central mission of the colleges is to make Franco-Ontarians aware of the opportunities that are available to them in terms of college education and to make these opportunities accessible. In order to accomplish this, the colleges must develop close ties with their clientele, its institutions, and its organizations. They must become key players in the Franco-Ontarian community and, as such, become actively involved in the life of the community.

Section four deals with the type of organizational structure the network will need in order to carry out its mission. Key to the structure proposed are flexibility, cooperation, and autonomy. Every effort must be made to increase access to the colleges for the francophone clientele. Hence the need for greater flexibility, both in terms of admission criteria and the way in which programs and activities are structured. In addition, the special context in which French-language services are delivered throughout the province calls for a rationalization of specialized programs and a mechanism for province-wide cooperation. This context also means that, in order to ensure survival, the French-language colleges must be completely autonomous.

In concluding its work, the Sixth Table of Vision 2000 recommended that the network of French-language colleges:

1. give its post-secondary clientele the training that will enable it to work effectively in economic sectors whose priority development is linked to the future of the community, in particular specialized services (Section 2.1.a);
2. concentrate certain types of training in specialized centres in order to avoid the negative consequences of a lack of coordinated development in key training sectors (Section 2.1.b);
3. offer small-sized and medium-sized Franco-Ontarian businesses innovative solutions to their occupational training needs (Section 2.2.a);
4. actively contribute to basic training prior to employment in industry, including literacy training (Section 2.2.b);
5. through integrated training, continue to ensure all levels of training of the workforce (Section 2.3);
6. offer the Franco-Ontarian community educational opportunities that meet both the community's expectations and the requirements of the labour market (Section 3.1.a);
7. develop an action plan to make its clientele aware of the services that is has to offer and to encourage this clientele to use these services (Section 3.1.b);
8. introduce support services for its clientele, including housing, financial assistance, remedial French, new student services, guidance services, and women's support services (Section 3.1.c);
9. adequately respond to clientele with special needs, not only be designing training programs specifically for this clientele, but also be guaranteeing the support services it needs in order to take special training (Section 3.1.d);
10. become more open to the community by improving the community's access to its resources. Formal ties must be developed for this purpose (Section 3.2);
11. make cooperation between the colleges and the business community an integral part of programs (Section 3.3.a);
12. develop the means to make it possible to coordinate use of the network's resources with those of the community network (Section 3.3.b);
13. develop a strategy to strengthen Franco-Ontarians' pride in their heritage as well as their sense of membership within the community and their desire to respect one another and to be respected (Section 3.4.a);
14. create leadership centres (Section 3.4.b);
15. become directly involved in projects within the Franco-Ontarian community (Section 3.4.c);
16. represent the views of the Franco-Ontarian community on any issue relating to Franco-Ontarian education, French-language occupational training, and the place of francophones in the labour market (Section 3.4.d);
17. demonstrate greater flexibility in the admission requirements for the network's programs in order to enable the largest possible number of Franco-Ontarians to take part (Section 4.1.a);
18. develop the necessary mechanisms to evaluate and give recognition to non-academic skills and knowledge (Section 4.1.b);
19. develop programs in a modular format in order to make it easier to take into account the different pace at which students learn as well as their previous experience (Section 4.2.a);

20. develop original ways of delivering programs in terms of scheduling, location, and technical support (Section 4.2.b);
21. fully develop the potential for distance education programs (Section 4.2.c);
22. offer the Franco-Ontarian community the full range of programs and services it needs, regardless of numbers (Section 4.3.a);
23. develop formal mechanisms for rationalizing specialized programs throughout the province (Section 4.3.b);
24. come under a Council of French-language College Services to take the place of, and serve the function of, a Council of Regents (Section 4.4);
25. have an exclusive mandate for French-language programs (Section 4.5.a);
26. have full autonomy (Section 4.5.b);
27. work closely with the English-language college network and introduce formal mechanisms for this purpose both at the regional and the provincial level (Section 4.5.c);
28. be funded in such as way that it is able to carry out the initiatives called for in its mandate (Section 4.6);
29. define its special role within the Franco-Ontarian educational system (Section 5.1.a);
30. work together with the secondary school system in order to achieve academic recovery among Franco-Ontarians in the area of basic training (Section 5.1.b);
31. develop original forms of cooperation with the universities in the area of post-secondary education (Section 5.1.c);
32. in cooperation with secondary and university education institutions, take immediate action to make it easier for students to transfer to and from other levels of education (Section 5.2);
33. cooperate with the other components of the Franco-Ontarian educational system in the area of student awareness and orientation, to the benefit of all of the components of the system (Section 5.3);
34. work with the other levels of the educational system to rigorously plan utilization of the resources at their disposal so that these resources have the broadest possible impact (Section 5.4);
35. benefit from an infrastructure to encourage cooperation among educational institutions at various levels, both regionally and provincially (Section 5.5).

These recommendations form an indivisible whole which can only be fully understood within the context of a network consisting of a minimum of three French-language colleges in Ontario.

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Préambule

Le collège de langue francaise: un outil stratégique pour la communauté franco-ontarienne

"Il existe en Ontario une importante communauté francophone. Elle est davantage qu'un rassemblement d'individus et elle ne se réduit pas à une langue conservée au hasard des modes d'intégration à la société ontarienne. Les francophones de l'Ontario ont démontré, dans leur cheminement historique, qu'ils avaient non seulement des besoins comme citoyens ontariens à part entière, mais également la volonté de se prendre en main et de se donner des outils de développement qui répondent à leurs besoins spécifiques... C'est dans cette perspective de développement que les francophones de l'Ontario tentent sans relâche de se donner des institutions qui leurs soient propres: des écoles, des caisses populaires, des regroupements de gens d'affaires et des lieux de vie culturelle, ainsi que des médias qui reflètent et expriment leur réalité socio-culturelle."[1]

Le moment est venu pour la communauté franco-ontarienne de se donner un réseau de collèges de langue française. Elle doit en faire un outil qui lui permettra de s'épanouir pleinement culturellement et de contribuer plus étroitement au devenir de la société ontarienne. Le défi est grand. Le présent document vise à présenter les principales orientations que la communauté veut donner à ses collèges, afin de relever ce défi.

Le mandat de l'étude

Vision franco-ontarienne de l'avenir des collèges

Le Conseil des affaires collégiales de l'Ontario s'est engagé dans un projet intitulé 'Vision 2000.' Ce projet, qui doit être complété en décembre 1989, a été entrepris afin d'aider le ministre des Collèges et Universités à définir le rôle devant être joué par le système collégial à la lumière des défis qui se posent à la province à l'aube du 21e siècle.

Vision 2000 a fait appel à un comité directeur et à cinq équipes de travail chargées d'évaluer la situation et les perspectives d'avenir des collèges de l'Ontario. Au moins un ou une francophone, nommés par le Conseil de l'éducation franco-ontarienne (CEFO), siège au sein de chacune de ces équipes. Marc Godbout, président du CEFO, fait partie du comité directeur. Le Conseil des affaires collégiales, de concert avec le CEFO, les a réunis autour de ce que l'on a nommé la 'sixième table.' La sixième table a reçu le mandat d'élaborer une vision d'avenir de la francophonie ontarienne en matière d'éducation collégiale. Son travail a consisté pour une large part à approfondir les recherches relatives au réseau collégial de langue française entamées dans le cadre de l'élaboration du Plan directeur de l'éducation franco-ontarienne déposé par le CEFO en janvier 1989.

Le présent document présente les principales conclusions des travaux de la sixième table de Vision 2000. Il propose une vision franco-ontarienne de l'avenir des collèges, élaborée à partir des positions exprimées par la communauté franco-ontarienne sur l'éducation collégiale en français.

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[1] Aurèle Thériault, directeur général de la Fédération des francophones hors Québec, Lettre de la FFHQ adressée au CRTC, août 1986. Cité dans Gueguen-Charron, L. (1986) "La minorité dans la société ontarienne", Revue du Nouvel Ontario, no 8, pp. 131-138.

La méthodologie

Une synthèse des points de vue de la communauté

Beaucoup de choses ont été dites et écrites sur l'éducation collégiale en français en Ontario au cours des dernières années. La tâche de la sixième table a consisté pour une grande part à rassembler les multiples points de vue exprimés en un tout homogène qui, tout en donnant une vision franco-ontarienne d'ensemble de l'avenir des collèges, nous en explique sommairement les multiples facettes.

Le Plan directeur de l'éducation franco-ontarienne, déposé en janvier dernier par le CEFO, a servi de toile de fond à cette synthèse. Les rapports sur la situation des services en français dans les collèges de la province, dont le rapport Lortie, ont servi de documents de base. Ont aussi été consultés les études et mémoires réalisés par les associations francophones impliquées dans le dossier et par les groupes communautaires ayant pris des positions sur la question. Parmi ces documents, on retrouve des études issues de consultations sérieuses auprès des principaux intervenants du secteur collégial. Nous n'avons donc pas cru judicieux, à ce moment-ci, de répéter une consultation générale, préférant tirer les conclusions qui s'imposent à partir d'analyses déjà faites et dont la crédibilité ne fait pas de doute.

Cette information de base a été complétée de différentes façons. Deux consultations directes ont été menées par Vision 2000 auprès de groupes choisis de francophones de la province. La première cherchait à réunir les points de vue d'entreprises franco-ontariennes sur le rôle économique des collèges. Elle s'est déroulée dans l'Est. La seconde s'adressait au personnel francophone des collèges bilingues du Nord. Elle portait sur l'organisation du système collégial. Par ailleurs, pour les fins particulières de cette recherche, des entrevues ont été menées en août et en septembre derniers auprès d'une certain nombre de francophones-clés travaillant activement dans le dossier, notamment de personnes impliquées dans la mise sur pied de la Cité collégiale. Les organismes en éducation franco-ontarienne ont été consultés directement ou par lettre, par l'intermédiaire de leur présidence ou de leur direction générale, de même que les conseils régionaux de l'Association canadienne-française de l'Ontario. Une cinquantaine de leaders de la communauté franco-ontarienne ont aussi été invités à transmettre leurs commentaires à Vision 2000 sur l'avenir du réseau de collèges de langue française.

Ce qu'en pensent certains leaders franco-ontariens

> "Nous, les Franco-Ontariens, avons probablement été le groupe le plus 'étudié' dans toute l'histoire du Canada. Nous avons dépassé le stade des études. Il est temps d'avoir des collèges pour nos jeunes qui sortent des écoles secondaires." (**Jacques Marchand**, président de l'Association canadienne-française de l'Ontario, cité dans Le Droit, 9 février 1988.)

> "L'expérience vécue à chaque jour en milieu collégial bilingue prouve que l'on ne peut envisager un avenir prometteur pour les Franco-Ontariens et les Franco-Ontariennes sans leur offrir un milieu distinct qui leur assurera une formation de qualité adaptée à leurs aspirations." (**Margot Dallaire**, lettre à Vision 2000, 29 août 1989.)

> "Le fait de vouloir une institution francophone n'est pas le rejet de l'élément anglophone mais un signe de crainte, voire de peur, face à une institution bilingue à majorité anglophone. Crainte et peur, non pas de cohabiter avec les anglophones, mais de vouer à l'assimilation la génération francophone de demain." (**Andrée Lortie**, présidente, Rapport du groupe de travail chargé d'étudier la prestation des services en français au Collège Algonquin, 18 janvier 1988.)

"La Relève est unilingue francophone et c'est exactement ce que les francophones désiraient: quelque chose qui leur appartienne, de quoi être fiers." (**France Langlois**, éditorial paru dans La Relève, 17 février 1988.)

"On vient peut-être de sauver une génération complète de jeunes francophones de l'assimilation." (**Rolande Soucie**, présidente de l'Association canadienne-française de l'Ontario, communiqué de presse émis en réaction à l'annonce de la création du premier collège de langue française de l'Ontario, 12 janvier 1989.)

"Il reste beaucoup à faire, malgré l'annonce d'un premier collège communautaire de langue française à Ottawa. Quel est l'avenir réservé au Nord et au Sud de l'Ontario? Et qu'adviendra-t-il au niveau universitaire?" (**Marc Godbout**, président du Conseil de l'éducation franco-ontarienne, cité dans Le Droit, 13 janvier 1989.)

"Les étudiants francophones veulent que les portes des institutions postsecondaires leurs soient grandes ouvertes... Ils recommandent la réévaluation de l'aide financière en fonction des coûts supplémentaires qu'ils encourent." (**Direction Jeunesse, Fédération des étudiants de l'Ontario** et **Fédération des élèves du secondaire franco-ontarien**, L'éducation postsecondaire, mars 1988.)

"Créer une institution nouvelle, francophone, n'est pas établir la simple filière en français d'un collège anglophone... Un soin particulier devra être apporté à créer une institution originale, qui attirera les étudiants." (**Pierre Tremblay**, éditorial paru dans Le Droit, 30 septembre 1988.)

"Un système collégial français identique au système anglais n'atteindrait tout simplement pas les objectifs souhaitables, à savoir former des individus sûrs d'eux et capables de participer pleinement à la vie économique, sociale, culturelle et politique de la province." (**Serge Dignard**, lettre à Vision 2000, 22 août 1989.)

"Le principal défi de la Cité collégiale, c'est de se donner un devis pédagogique qui permette à un maximum de francophones de se prévaloir des programmes qui leur permettront de prendre la place à laquelle ils aspirent dans le monde du travail." (**André Lortie**, la Cité collégiale, entrevue accordée à Vision 2000, 11 septembre 1989.)

"Aussi paradoxal ou simpliste que ceci puisse paraître, la vocation première du collège serait d'accorder la priorité à la préparation des jeunes pour des postes qui n'existent pas aujourd'hui mais qui, vu l'accroissement géométrique des nouvelles technologies, seront créés demain. Il faudra aussi de toute évidence favoriser les domaines d'activité gouvernementale où il y a pénurie de personnel capable d'offrir les services en français." (Editorial paru dans Le Droit, 1er mai 1989.)

"Les progrès technologiques et les changements dans l'organisation du travail obligeront les francophones de l'Ontario à obtenir une solide formation professionnelle." (**Gilles Morin**, adjoint parlementaire de la ministre des Collèges et des Universités, lancement officiel des consultations tenues dans le cadre d'Educ-Action.)

"Le mandat principal des collèges, c'est d'actualiser les habiletés de travail des Franco-Ontariens." (**Maurice Lapointe**, président du conseil d'administration de la Cité collégiale, entrevue accordée à Vision 2000, 30 août 1989.)

"Le défi d'une minorité culturelle consiste à pouvoir s'intégrer à une société globale sans perdre son identité propre. Il est indéniable qu'une institution collégiale doive répondre aux besoins de formation académique des individus, ce qui n'est pas une mince affaire en soi en contexte bilingue, mais aussi et surtout, elle doit offrir un milieu de vie qui favorise le développement de liens communautaires, professionnels et d'amitié. Qui penserait un seul moment laisser cette unique et précieuse fonction entre des mains étrangères?" **(Benoît Cazabon**, Contribution de l'institution collégiale au développement de la communauté francophone du Nord, avril 1989.)

"Le collège d'Alfred ne serait pas devenu ce qu'il est s'il n'avait résolument pris le parti de l'éducation permanente." (**Marcel Paulhus**, directeur du Collège de technologie agricole et alimentaire d'Alfred, entrevue acccordée à Vision 2000, 5 octobre 1989.)

"Beaucoup de la créativité d'une société vient de ses minorités. Le collège de langue française sera un chef de file parmi les institutions collégiales ontariennes en donnant une direction dynamique et innovatrice à son enseignement et à sa programmation." (**Gilles Gatien**, président de l'Association des professeurs francophones d'Algonquin, entrevue accordée à Vision 2000, 24 août 1989.)

"Par le passé, les personnes atteintes de surdité trouvaient difficilement de l'aide pour subvenir à leurs besoins, les services et la pédagogie n'étant pas développés comme aujourd'hui... L'an 2000 promet un avenir brillant aux personnes sourdes; elles pourront enfin devenir autonomes, elles auront la chance d'apprendre et elles pourront s'intégrer dans toutes les situations." (**Roger Saint-Louis**, Collège Cambrian, lettre à Vision 2000, 6 octobre 1989.)

"LE COLLÈGE DU NORD - Un collège multi-campus desservant tous les francophones de la région répondant aux besoins spécifiques de chaque communauté. Une structure administrative représentative de toute la population francophone du Nord consciente et respectueuse de ses aspirations." (**Collectif pour le Collège francophone du Nord**)

"Le collège de langue française doit faire sentir à la communauté multiculturelle qu'il lui appartient." (**Alfred Abouchar**, président de l'Association multiculturelle francophone de l'Ontario, entrevue accordée à Vision 2000, 11 octobre 1989.)

"Les collèges communautaires qui, jusqu'ici, recevaient des fonds pour offrir des cours en langue française n'ont jamais eu l'ambition de voir à ce que, grâce à leurs efforts conjugués, l'ensemble des services collégiaux soient offerts en français dans une région ou l'autre de la province." (**Rolande Soucie**, présidente de l'Association canadienne-française de l'Ontario, lettre à Vision 2000, 8 septembre 1989.)

"Je suis fermement convaincu qu'il faille mettre en place, à l'échelle provinciale, une structure capable de concevoir et de coordonner les efforts de planification en tenant compte de l'ensemble des intérêts de la collectivité. La création de collèges de langue française ne va pas sans la mise en place d'un Conseil des services collégiaux en langue française." (**Marc Godbout**, président du Conseil de l'éducation franco-ontarienne, entrevue accordée à Vision 2000, 25 août 1989.)

"La complémentarité du collège de langue française avec les institutions des réseaux scolaires, économiques, sociaux et culturels de la communauté franco-ontarienne est essentielle à leur épanouissement respectif. Cette nouvelle institution franco-ontarienne qu'est le Collège du Sud doit donc être développée en liaison avec les autres institutions francophones existantes." (**Les conseils régionaux de l'Association canadienne-française de l'Ontario du Centre et du Sud-Ouest et Direction Jeunesse**, 10 mars 1989.)

"Le collège doit être un instrument de concertation et constituer, avec les autres intervenants éducatifs et communautaires, un phare dans le milieu, de même qu'un agent de promotion et de développement de la communauté franco-ontarienne." (**Jeannine Séguin**, lettre à Vision 2000, 31 août 1989.)

"Un endroit où les francophones vont se rassembler." (**Bernard Grandmaître**, ministre délégué aux Affaires francophones, cité dans Le Droit, 21 juin 1989.)

"Un collège communautaire de langue française serait beaucoup plus qu'un établissement d'enseignement, car il permettrait d'avoir accès à un niveau de pouvoir dont les francophones de l'Ontario sont coupés, alors que les anglophones du Québec en bénéficient depuis toujours. C'est là toute la différence." **(Alain Dexter, éditorial paru dans Le Droit, 5 février 1988.)**

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1. L'Ontario français à l'aube du 21e siècle: un rappel de la situation

1.1 La francophonie ontarienne: démographie

- **Un demi-million de personnes de langue maternelle francaise**

Population de langue maternelle française* par rapport à la population totale, pour l'Ontario et les grandes régions, 1986

Régions	Population totale	Population de langue maternelle française	%
Est	1 251 405	175 270	14,0%
Nord-Est	561 555	127 750	22,7%
Centre	5 685 235	84 740	1,5%
Sud-Ouest	1 273 990	26 065	2,0%
Nord-Ouest	228 975	8 945	3,9%
Ontario	9 001 160	422 770	4,7%

*Réponses uniques seulement
Source: compilation spéciale du recensement de 1986, Association canadienne-française de l'Ontario

- **Plus d'un million d'Ontariens et d'Ontariennes connaissant le français**

Population ayant une connaissance du français* par rapport à la population totale, pour l'Ontario et les grandes régions, 1986

Régions	Population totale	Population connaissant le français	%
Est	1 251 405	361 515	28,9%
Nord-Est	561 555	193 975	34,5%
Centre	5 686 235	450 580	7,9%
Sud-Ouest	1 273 990	87 765	6,9%
Nord-Ouest	228 975	19 220	8,4%
Ontario	9 001 160	1 113 055	12,4%

*Réponses uniques et réponses multiples
Source: compilation spéciale du recensement de 1986, Association canadienne-française de l'Ontario

- **Un fort degré de mobilité de la population francophone**

Mobilité de la population de langue maternelle française* de 15 ans et plus, pour l'Ontario et les grandes régions, de 1981 à 1986

Régions	Population de langue maternelle française 1986	Nombre de migrants	%
Est	144 450	36 045	25,0%
Nord-Est	100 870	13 805	13,7%
Centre	76 175	24 215	31,8%
Sud-Ouest	23 515	4 000	17,0%
Nord-Ouest	7 585	1 945	25,6%
Ontario	352 595	80 010	22,7%

*Réponses uniques seulement
Source: compilation spéciale du recensement de 1986, Association canadienne-française de l'Ontario

- **Une population de langue maternelle française majoritairement adulte**

Structure d'âge de la population de langue maternelle française de l'Ontario,* 1986

Groupes d'âge	Population de langue maternelle française	%
Population de moins de 15 ans	74 850	17,7%
Population de 15 à 29 ans	100 885	23,9%
Population de 30 à 64 ans	204 885	48,5%
Population de 65 ans et plus	42 115	10,0%
Population totale	422 770	100,0%

*Réponses uniques seulement
Source: compilation spéciale du recensement de 1986, Association canadienne-française de l'Ontario

1.2 Le monde du travail franco-ontarien

- **Des francophones mal intégrés sur le marché de l'emploi**

Taux d'activité comparés des populations de langues maternelles française et anglaise*
de 15 ans et plus, pour l'Ontario et les grandes régions, 1986

Régions	Population de langue maternelle française	Population de langue maternelle anglaise
Est	67,8%	68,6%
Nord-Est	60,2%	64,3%
Centre	71,1%	71,0%
Sud-Ouest	60,4%	68,1%
Nord-Ouest	66,9%	70,7%
Ontario	65,8%	69,9%

*Réponses uniques seulement
Source: compilation spéciale du recensement de 1986, Association canadienne-française de l'Ontario

Taux de chômage comparés des populations de langues maternelles française et anglaise*
de 15 ans et plus, pour l'Ontario et les grandes régions, 1986

Régions	Population de langue maternelle française	Population de langue maternelle anglaise
Est	6,8%	7,4%
Nord-Est	11,5%	11,8%
Centre	6,5%	6,2%
Sud-Ouest	9,0%	7,4%
Nord-Ouest	11,3%	9,7%
Ontario	8,2%	6,9%

*Réponses uniques seulement
Source: compilation spéciale du recensement de 1986, Association canadienne-française de l'Ontario

- **Une place précaire pour la jeunesse franco-ontarienne**

Taux d'activité et de chômage de la population de langue maternelle française*
de 15 ans à 24 ans, par groupes d'âge, 1986

Groupe d'âge	Taux d'activité	Taux de chômage
15 à 19 ans	47,1%	19,8%
20 à 24 ans	86,0%	12,6%
Total	65,2%	8,7%

*Réponses uniques et réponses multiples
Source: base de données ethnoculturelles, 1986, Ministère des Affaires civiques de l'Ontario

- **Une population francophone majoritairement concentrée dans les activités de service**

Répartition de la population active de langue maternelle française de l'Ontario dans les divisions d'activité économique, 1986

Divisions d'activité économique	Population de langue maternelle française	%
Agriculture	5 815	2,4%
Forêts	3 640	1,5%
Chasse et pêche	55	0,0%
Mines, carrières	6 270	2,5%
Ind. manufacturières	39 080	15,8%
Construction	16 700	6,8%
Transport, communication	17 560	7,1%
Commerce	37 350	15,1%
Finances, assurances	11 130	4,5%
Services socio-culturels, commerciaux et personnels	94 500	38,3%
Administration publique	14 950	6,1%
Toutes les activités	247, 50	100,0%

*Réponses uniques seulement
Source: compilation spéciale du recensement de 1986, Association canadienne-française de l'Ontario

- **Une proportion importante des Franco-Ontariens et Franco-Ontariennes dans le travail de bureau**

Emplois de la population active de langue maternelle française de l'Ontario*, 1986

Emplois	Population de langue maternelle française	%
Administration, direction, gestion	28 785	10,2%
Sciences naturelles, génie et mathématiques	7 845	2,8%
Sciences sociales	5 040	1,8%
Clergé	865	0,3%
Enseignement	14 330	5,1%
Médecine et santé	10 370	3,7%
Domaines artistiques et littéraires	4 180	1,5%
Sports et loisirs	540	0,2%
Travail de bureau	54 860	19,5%
Vente	21 810	7,8%
Services	38 365	13,6%
Agriculture, horticulture, élevage	6 150	2,2%

Emplois	Population de langue maternelle française	%
Pêche et trappage	20	0,0%
Coupe du bois et travail forestier	2 975	1,1%
Mines, carrières, pétrole et gaz	4 560	1,6%
Transformation	9 965	3,5%
Usinage	6 960	2,5%
Fabrication, montage et réparation	20 085	7,1%
Construction	19 470	6,9%
Exploitation des transports	11 555	4,1%
Manutention	5 120	1,8%
Travail qualifié, opération de machines	2 860	1,0%
Autres	4 695	1,7%
Tous les emplois	281 405	100,0%

*Réponses uniques et réponses multiples
Source: base de données ethnoculturelles, 1986, Ministère des Affaires civiques de l'Ontario

1.3 La population francophone et l'éducation

- **Une population franco-ontarienne sous-scolarisée**

Taux de scolarisation comparés des populations de 15 ans et plus de langues maternelles française et anglaise de l'Ontario*, 1986

Plus haut niveau de scolarité atteint	Population de langue maternelle française	Population de langue maternelle anglaise
Études primaires	21,6%	9,9%
Études secondaires	25,7%	31,0%
Études postsecondaires	52,7%	59,2%

*Réponses uniques seulement
Source: compilation spéciale du recensement de 1986, Association canadienne-française de l'Ontario

- **Une participation francophone aux études postsecondaires inférieure à celle des non francophones**

Inscriptions à temps complet aux programmes de premier cycle des universités ontariennes, pour les Ontariens de langues maternelles anglaise et française, 1981

Total	Non francophones	Francophones	F/NF
23,709	23 004	705	54,0%

Inscriptions aux programmes postsecondaires à temps complet des collèges d'arts appliqués et de technologie, pour les Ontariens de langues maternelles anglaise et française âgés de 18 à 21 ans, 1982.

Non francophones	%	Francophones	%
82 197	13,1%	4 154	11,8%

Source: Churchill, S., Quazi, S. et Frenette, N., Education et besoins des Franco-Ontariens: le diagnostic d'un système d'éducation. Volume 2.

- **Des études collégiales en anglais pour une forte proportion de francophones de l'Ontario**

Langue d'enseignement des Ontariens de langue maternelle française dans les 6 collèges d'art appliqués et de technologie offrant des programmes en français, 1981

Secteurs	Français	Anglais
Arts appliqués	551	212
Commerce	704	429
Santé	132	193
Technologie	417	435
Total	1 804	1 269

Source: Churchill, S., Quazi, S. et Frenette, N., Education et besoins des Franco-Ontariens: le diagnostic d'un système d'éducation. Volume 2.

1.4 Les droits conférés aux francophones de l'Ontario en vertu de la Loi de 1986 sur les services en français

En novembre 1986, l'Ontario a adopté unanimement la Loi de 1986 sur les services en français accordant à toute personne le droit à l'emploi du français pour communiquer avec le siège ou l'administration centrale d'un organisme gouvernemental ou d'une institution de la Législature et pour en recevoir les services.

Le Préambule de la Loi se lit comme suit:

> "Attendu que la langue française a joué en Ontario un rôle historique et honorable, et que la Constitution lui reconnaît le statut de langue officielle au Canada;
>
> attendu que cette langue jouit, en Ontario, du statut de langue officielle devant les tribunaux et dans l'éducation;
>
> attendu que l'Assemblée législative reconnaît l'apport du patrimoine culturel de la population francophone et désire le sauvegarder pour les générations à venir;
>
> et attendu qu'il est souhaitable de garantir l'emploi de la langue française dans les institutions de la Législature et du gouvernement de l'Ontario, comme le prévoit la présente loi."

1.5 Les recommandations du plan directeur de l'éducation franco-ontarienne au palier collégial (CEFO, 1989)

Recommandation 1

Que le ministère des Collèges et Universités reconnaisse le rôle particulier de l'enseignement collégial en français en matière d'épanouissement social et communautaire.

Recommandation 2

Que le ministère des Collèges et Universités reconnaisse le principe de l'autogestion au niveau collégial par et pour les francophones.

Recommandation 3

Qu'un collège de langue française soit mis sur pied avant 1991 dans chacune des régions suivantes: l'Est, le Nord et le Sud.

2. Les collèges de langue française et la formation de la main-d'oeuvre franco-ontarienne

L'Ontario français vit actuellement un curieux paradoxe. Les Franco-Ontariens et Franco-Ontariennes participent difficilement à un marché du travail qui, pourtant, leur est de plus en plus ouvert à l'aube de la Loi de 1986 sur les services en français. Un taux élevé de chômage au sein de la communauté franco-ontarienne cohabite avec des difficultés grandissantes de trouver une main-d'oeuvre francophone capable d'oeuvrer dans les différents secteurs de l'économie, notamment les services publics. Les collèges de langue française ont sans contredit un rôle primordial à jouer dans ce contexte.

Du point de vue économique, le défi pour le système d'éducation collégiale de langue française est double. Il est bien sûr de donner aux jeunes qui entreront sur le marché du travail toutes les compétences nécessaires à leur pleine participation à l'économie qui émerge. Il est de faire de ces jeunes des diplômés capables de compétitionner avec les autres Ontariens et Ontariennes sur le marché de l'emploi. Les collèges de langue française ont cependant un autre défi, encore plus grand: celui d'offrir à la population franco-ontarienne qui est déjà sur le marché du travail ou qui pourrait l'être des projets éducatifs lui permettant de s'adapter aux changements actuels de l'économie et d'y occuper la place à laquelle elle aspire. Le premier exige des investissements massifs dans une formation postsecondaire capable de projeter l'Ontario français sur la scène économique des années 2000. Il impose la recherche de l'excellence, dans des secteurs économiques retenus comme prioritaires, en particulier dans les services. Le second implique que les collèges de langue française se donnent les moyens de répondre adéquatement à toute la gamme des besoins de leur clientèle. Ils doivent être capables de contribuer efficacement aux initiatives visant à donner aux adultes francophones la formation de base nécessaire à leur pleine participation au marché du travail. Ils doivent aussi être en mesure d'offrir aux petites et moyennes entreprises franco-ontariennes des avenues originales pour la formation professionnelle de leur main-d'oeuvre.

2.1 Une formation 'stratégique'

a) Une formation postsecondaire en français destinée à satisfaire les besoins prioritaires de l'économie franco-ontarienne

Devant les difficultés grandissantes éprouvées par un secteur manufacturier vieillissant, l'Ontario a fait le choix d'une stratégie économique basée sur les industries à haute valeur ajoutée et axée sur les marchés internationaux. Ce choix génère une demande jusqu'ici inégalée d'une main-d'oeuvre hautement spécialisée que le système d'éducation actuel ne semble pas en mesure de combler. Plusieurs recommandations ont été faites à Vision 2000 quant à une réorganisation de l'enseignement collégial qui permettrait de mieux répondre aux besoins actuels et futurs d'une province qui se veut de haute technologie.

Il ne fait pas de doute que les francophones de l'Ontario veulent participer à cet effort. Ils cherchent eux aussi à développer au sein des collèges toute la gamme des programmes nécessaires à l'emploi dans le secteur de la haute technologie et ont fait du secteur technologique une de leurs priorités (Recommandation no 11, Plan directeur de l'éducation franco-ontarienne).

Les Franco-Ontariens et Franco-Ontariennes croient néanmoins, à l'instar de nombreux autres Ontariens et Ontariennes, que le rôle des collèges ne se limite pas à la formation de la main-d'oeuvre hautement spécialisée requise par quelques entreprises qui se veulent compétitives sur la scène internationale. L'économie ontarienne s'appuie pour une bonne part sur les services destinés d'abord au marché intérieur et il est de la responsabilité du système d'enseignement collégial de former adéquatement les ressources dont ces services ont besoin.

La formation d'une main-d'oeuvre disposant des compétences nécessaires au développement d'un secteur de services de haute qualité est vitale pour l'Ontario français. C'est ici que se concentrent la grande majorité des emplois où la langue de travail est le français. C'est aussi dans les services que la pénurie de ressources francophones s'annonce la plus grave pour les prochaines années. Or, le système actuel d'enseignement collégial en français est incapable de répondre à la demande en matière de main d'oeuvre qualifiée pour une gamme importante de services spécialisés. Les lacunes sont par exemple énormes dans le secteur des sciences de la santé, notamment dans les domaines de technologie spécialisée (Recommandation no 13, Plan directeur de l'éducation franco-ontarienne). Les conséquences pour la survie à long terme de la communauté franco-ontarienne peuvent en être très néfastes.

Le réseau de collèges de langue française de la province a ici un mandat très clair: celui de donner à sa clientèle postsecondaire la formation qui lui permettra d'oeuvrer efficacement dans les secteurs économiques dont le développement prioritaire est lié à l'avenir de la communauté et en particulier dans celui des services spécialisés. Une attention particulière devra être apportée à la formation dans les domaines technologiques qui en sont les supports.

b) Les centres spécialisés

Le réseau des collèges de langue française ont comme principale mission de former des personnes compétentes pour doter l'Ontario français de services de qualité. À cette fin, des programmes spécialisés devront être mis sur pied. Il importe que le réseau se dote des moyens appropriés pour développer de tels programmes. La création de centres spécialisés devrait figurer parmi ces moyens: non seulement ont-ils l'avantage de regrouper en un même lieu les ressources humaines et physiques, mais ils sont meilleurs garants à long terme de l'ouverture des collèges à la communauté.

Le contexte particulier de la prestation de services d'éducation collégiale en français en Ontario incite fortement à une tel regroupement des activités de formation. La clientèle potentielle du réseau reste limitée en nombre. Par ailleurs, les équipements nécessaires à l'offre de programmes spécialisés exigent des investissements considérables. Les ressources matérielles et humaines sont limitées. Comme le souligne le CEFO, "disperser les programmes aurait pour effet d'amoindrir l'effort de rattrapage et de disperser les ressources et les énergies" (p. 15). Une concentration des ressources dans des lieux précis serait au contraire beaucoup plus propice à l'excellence des programmes et à l'essor technologique de l'Ontario français. Finalement, et plus spécifiquement, le centre spécialisé constitue un très bon moyen pour le réseau des collèges de langue française de répondre davantage aux besoins de la communauté franco-ontarienne. Car en plus des activités d'enseignement liées à la formation des étudiants réguliers, les centres spécialisés joueront un rôle important dans le perfectionnement de la main-d'oeuvre francophone et fourniront l'aide technique dont les entreprises franco-ontariennes ont grandement besoin. Les liens étroits qu'a tissés par exemple le Collège de technologie agricole et alimentaire d'Alfred avec son milieu en font foi.

Une mise en garde s'impose cependant quant à la vocation attendue de ces centres spécialisés au sein du réseau des collèges de langue française: il ne s'agit pas de faire avec ces centres des universités qui n'en auraient pas le nom; il s'agit au contraire d'en faire des lieux regroupant certains enseignements spécialisés afin d'éviter de subir les conséquences douloureuses du développement désordonné dans des secteurs vitaux de formation, d'en faire des centres de ressources collégiales pour la communauté. Dans tous les cas, ils doivent être très accessibles pour toutes les clientèles et leurs structures doivent rester souples et adaptées au milieu.

Dans son Plan directeur (1989), le CEFO retient trois secteurs prioritaires pour la création de centres spécialisés: celui de la formation polytechnique, celui des sciences de la santé, et celui de la recherche et de la mise au point de didacticiels et de logiciels-outils. On est déjà à mettre sur pied un centre spécialisé des médias dans l'Est ontarien, et différents autres projets sont appelés à naître au cours des prochaines années, en fonction des priorités de la communauté franco-ontarienne.

2.2 Une formation polyvalente

a) La formation professionnelle de la main d'oeuvre des petites et moyennes entreprises franco-ontariennes

La formation professionnelle a été jusqu'ici le parent pauvre de l'éducation franco-ontarienne. Les entreprises n'investissent pratiquement pas dans le recyclage de leur main-d'oeuvre, et les programmes gouvernementaux créés pour suppléer au peu d'efforts consacrés par les entreprises à des fins de formation n'ont connu qu'un succès mitigé. Dans ce contexte, la formation professionnelle est devenue partie intégrante du mandat que donne la communauté franco-ontarienne à ses collèges. L'économie franco-ontarienne, faite essentiellement de petites et moyennes entreprises, n'ayant pas les ressources nécessaires à la prise en charge de la formation de sa main-d'oeuvre, les collèges apparaissent les instruments privilégiés pour assurer le recyclage de la main-d'oeuvre.

L'incapacité de l'entreprise privée d'assumer la responsabilité de planifier et de dispenser la formation de la main-d'oeuvre n'est certes pas particulière à l'Ontario français. L'échelle des activités d'une majorité d'entreprises ontariennes ne leur permet pas d'encadrer efficacement les activités de formation de leurs employé(e)s, sans parler du peu de ressources financières qu'elles peuvent y consacrer. L'éclosion d'une multitude de petites et moyennes entreprises associées à la tertiarisation de l'économie impose au gouvernement de se charger lui-même de répondre aux besoins de formation de la main-d'oeuvre de demain. Les collèges lui seront ici le meilleur des atouts. Parmi ceux-ci, les collèges de langue française auront un rôle de premier plan, la communauté franco-ontarienne ne bénéficiant pas du support de quelques grandes entreprises susceptibles d'assumer la formation de portions importantes de la main-d'oeuvre.

Cette vocation des collèges de langue française dans la formation professionnelle aura diverses conséquences sur la structure de prestation des services collégiaux en français. Nous en discuterons à la section 4. Mentionnons toutefois dès maintenant la nécessité de réfléchir à des modalités originales de formation collégiale en milieu de travail, et à un système de financement de recyclage de la main-d'oeuvre adapté aux besoins particuliers du monde du travail franco-ontarien.

b) La formation de base des adultes francophones

La main-d'oeuvre franco-ontarienne serait loin de détenir la formation de base nécessaire aux besoins futurs de l'industrie. Bon nombre de travailleurs et travailleuses francophones sont analphabètes fonctionnels. Plusieurs autres ont une capacité limitée de résoudre les problèmes qu'ils rencontrent quotidiennement dans leur emploi. Ils éprouvent des difficultés sérieuses à communiquer avec autrui. Ils sont en outre incapables pour la plupart de maîtriser l'univers technologique qui est le leur. Le réseau des collèges de langue française aurait, dans ce contexte, un rôle privilégié: celui de contribuer activement à la formation de base préalable au travail en industrie, incluant l'alphabétisation.

Cette position, qui n'est par ailleurs pas exclusive à la communauté franco-ontarienne, a des répercussions importantes sur l'orientation que l'on doit donner au système d'éducation collégiale ontarien.

Longtemps axé sur la satisfaction des besoins d'une clientèle postsecondaire à plein temps, celui-ci doit se doter de la souplesse nécessaire pour répondre aux exigences d'un mandat qui couvre aussi une clientèle adulte, constituée en majorité de femmes, dont les besoins sont à la fois beaucoup plus diversifiés et souvent plus difficiles à combler. Ceci signifie bien sûr qu'il se dote des centres d'alphabétisation et d'apprentissage permettant d'accomplir ce mandat (Recommandations no 16 et 21, Plan directeur de l'éducation franco-ontarienne). Ceci signifie aussi qu'il se dote des moyens pour orienter la clientèle de ces centres vers la formation spécialisée dont le marché du travail a un urgent besoin.

Sauf exception, la plupart des initiatives des collèges en matière d'alphabétisation ont cependant eu un succès plutôt mitigé en Ontario français. Les expériences en alphabétisation communautaire ont beaucoup mieux répondu aux attentes des francophones quant aux services offerts et aux modalités de leur prestation. La communauté est néanmoins d'avis que les collèges de langue française peuvent être des partenaires-clés du milieu communautaire dans l'alphabétisation et la formation de base des adultes francophones: non seulement bénéficient-ils des ressources nécessaires au succès des initiatives communautaires, mais aussi ils sont les seuls à pouvoir orienter la formation de base en fonction de la formation spécialisée qui devrait, tôt ou tard, en prendre le relais. Seule une saine collaboration entre les collèges et la communauté peut permettre d'emmener une clientèle qui boude aisément les établissement d'enseignement à se doter des moyens de prendre sa place sur le marché de l'emploi.

2.3 Une formation intégrée

Les entreprises ontariennes sont unanimes: leur main-d'oeuvre n'a pas une formation qui lui permet de s'adapter aisément aux changements technologiques qui touchent l'industrie. Ses connaissances sont trop étroitement pratiques, et elle n'a pas la polyvalence nécessaire au nouvel environnement technologique. Leur vision de l'avenir des collèges est sans équivoque: elles sont en faveur d'une éducation collégiale qui donnerait à l'industrie une relève dotée d'une forte formation générique et suffisamment flexible pour s'adapter aux changements. Quant à l'acquisition de compétences spécifiques à des emplois dont les prérequis sont appelés à changer substantiellement de plus en plus fréquemment, elle pourrait se faire en milieu de travail, dans un processus de recyclage quasi-permanent. Les collèges pourraient éventuellement y participer. Les coûts seraient à la charge des entreprises.

Les entreprises franco-ontariennes qui se sont exprimées sur la question des compétences à souhaiter des diplômé(e)s des collèges ont insisté elles aussi sur le besoin de donner à la main-d'oeuvre franco-ontarienne une meilleure formation générique. Elles ont insisté sur le peu de flexibilité de la main-d'oeuvre, qu'elles ont attribué pour une bonne part aux contenus des programmes collégiaux, qui ne favorisent pas l'adaptation des connaissances à divers contextes. Les employeurs francophones ne favorisent pas toutefois une éducation collégiale visant la seule formation générique. Ils ont rappelé l'urgence de pallier à la pénurie d'une main-d'oeuvre dotée des compétences nécessaires à l'occupation de postes spécifiques et de former des spécialistes capables de donner à l'économie franco-ontarienne le dynamisme qui lui manque. Ils voient d'ailleurs là la principale responsabilité des collèges, qui doivent continuer d'assurer toutes les étapes de la formation de la main-d'oeuvre.

Le personnel francophone des collèges a apporté d'autres arguments en faveur d'une formation intégrée. La clientèle qui, rappelons-le, a choisi le collège plutôt que l'université y viendrait généralement pour se donner les moyens d'accomplir une tâche précise au sein du marché du travail. Elle rechercherait une formation spécialement conçue en fonction des objectifs qu'elle se donne, différente de celle qu'elle a reçue au palier secondaire, qui est une formation générale. De leur avis, le réseau des collèges de langue française doit se positionner clairement en fonction de ces attentes de la clientèle collégiale et s'orienter définitivement vers une éducation qui intègre spécialisation et formation générique, qu'ils jugent comme un meilleur atout contre le décrochage scolaire qui sévit actuellement en Ontario français.

3. Les collèges de langue française: des outils de développement

Le mandat économique du réseau collégial de langue française est apparu clairement à la section précédente: il doit répondre aux besoins d'une économie franco-ontarienne en mal de ressources capables de s'adapter aux changements technologiques. Il doit développer sa programmation de façon à former des personnes susceptibles de contribuer à long terme à la consolidation de certains secteurs prioritaires pour la communauté. Il doit en même temps préparer une main-d'oeuvre disposant d'une formation à la fois spécialisée et générique, et lui offrir toute la gamme nécessaire de programmes de recyclage en milieu de travail.

Les collèges de langue française de l'Ontario ont cependant un mandat qui déborde largement celui de la formation de la main-d'oeuvre. Ils ont un rôle primordial à jouer comme agent de changement d'une communauté qui doit relever le défi de prendre la place qui lui revient dans la société ontarienne, sur le plan économique certes mais aussi sur le plan culturel, social, politique. En d'autres mots, les collèges doivent contribuer à combler un retard accumulé depuis plusieurs décennies au niveau des capacités mêmes de la communauté franco-ontarienne de participer pleinement au devenir de l'Ontario. Ils ont comme mission principale de rendre les Franco-Ontariens et Franco-Ontariennes conscients des possibilités qui leur sont offertes en matière d'éducation collégiale et de leur en ouvrir l'accès. Pour accomplir cette mission, ils doivent maintenir des relations très étroites avec leur clientèle, ses institutions, ses organisations. Ils doivent devenir des piliers de la vie française en Ontario et, comme tels, ils doivent s'impliquer activement dans la vie communautaire.

3.1 La création d'une clientèle

a) Un projet éducatif franco-ontarien

S'il veut contribuer à augmenter significativement l'accès des Franco-Ontariens et Franco-Ontariennes à l'éducation postsecondaire, le réseau de collèges de langue français doit se donner comme premier objectif de lui proposer un projet éducatif qui corresponde à la fois à ses attentes et aux exigences du marché de l'emploi. À cette fin, il doit d'une part évaluer les besoins exprimés et latents de la population franco-ontarienne en matière de formation de niveau collégial. Il doit, à la lumière de ces besoins, réfléchir attentivement aux curriculums les plus aptes à former au sein de cette population la relève dont l'industrie a besoin. Il doit d'autre part travailler à bâtir des programmes dont le contenu traduit l'univers dans lequel évoluera la clientèle, travailler aussi à chercher des moyens pédagogiques qui lui permettront d'intégrer les apprentissages à son vécu, et de les faire siens. Il doit finalement se pencher sérieusement sur des façons de créer dans les collèges de langue française les environnements qui permettent à cette clientèle de profiter au maximum de l'éducation qui lui est offerte.

Nous partons du postulat que la demande existe pour une éducation collégiale en français. Il s'agit cependant de s'adapter à cette demande: en mettant sur pied des programmes conçus en fonction des besoins et des aspirations de la clientèle franco-ontarienne, tant du point de vue des contenus que des moyens; en développant des programmes qui tiennent compte des possibilités, des ressources et des contraintes de sa participation à l'économie provinciale; en un mot, en offrant des programmes qui s'inscrivent au sein d'un projet d'éducation à long terme de la communauté franco-ontarienne, projet que le réseau collégial de langue française a le devoir de développer.

b) Une stratégie d'information et d'animation du milieu

Le défi ne s'arrête pas là. Dans le cas des collèges de langue française, il ne s'agit pas seulement de développer une programmation qui réponde aux besoins de la communauté. Encore faut-il susciter sa participation aux programmes créés, tâche difficile auprès d'une population qui n'a pas l'habitude de faire des études postsecondaires. Il faut non seulement identifier la clientèle potentielle mais aussi l'attirer vers ces programmes après l'avoir convaincue qu'ils lui permettront de réaliser ses aspirations individuelles ou collectives. Il faut l'apprivoiser. À cette fin, il faut développer une stratégie d'information et d'animation du milieu franco-ontarien (Recommandation no 9, Plan directeur de l'éducation franco-ontarienne).

Une des principales responsabilités du collège réside dans le développement d'un plan d'action destiné à sensibiliser sa clientèle aux services qu'il peut lui offrir, et à susciter son désir de les utiliser. Ce plan d'action, qui pourrait s'inspirer du programme Educ-Action, doit prévoir des moyens innovateurs pour changer des attitudes, et provoquer des comportements. Il doit viser toutes les forces vives de la communauté, là où elles se trouvent, et les emmener à se prévaloir de leur droit de recevoir une éducation qui les rendra plus aptes à oeuvrer efficacement dans les sphères où on a le plus besoin d'elles.

c) La mise en place de services d'appoint

Enfin, il faut s'assurer que la clientèle bénéficie de tout le support nécessaire à sa réussite. À cette fin, il y a lieu de mettre en place un ensemble de services d'appoint sans lesquels il sera impossible de bâtir une clientèle franco-ontarienne aux collèges.

De ces services, ceux du logement et de l'aide financière sont d'une importance capitale pour la population franco-ontarienne (Recommandations no 22 et 23, Plan directeur de l'éducation franco-ontarienne). L'état actuel de la dispersion de la communauté franco-ontarienne rend nécessaire la disponibilité de résidences pour étudiants et étudiantes au sein même des collèges. Par ailleurs, la mobilité qu'exige la participation à des études collégiales spécialisées en français appelle à la mise en place d'un régime d'aide financière spécial pour les francophones de la province.

Parmi les autres services essentiels à la communauté franco-ontarienne, mentionnons les services de refrancisation, d'autant plus nécessaires que le bilinguisme des jeunes Franco-Ontariens s'accroît, même dans les régions où ils constituent une portion importante de la population totale; les services d'accueil et d'orientation, qui, à la faveur de l'augmentation de la clientèle adulte, deviendront des outils majeurs de réalisation du mandat des collèges.

Enfin, il faudra accorder une attention toute spéciale aux services requis par la clientèle féminine des collèges. Dans le contexte d'un réseau collégial qui choisit de s'orienter en fonction des besoins de sa clientèle adulte, il est impossible de penser par exemple que les collèges puissent être mis en place sans que des services de garderie y soient disponibles pour répondre aux besoins de la clientèle féminine.

d) Une réponse adéquate aux besoins spéciaux de la clientèle

La clientèle francophone ayant des besoins spéciaux a été jusqu'ici très mal desservie par les établissements d'enseignement collégial. Aussi la communauté exige-t-elle des collèges de langue française qu'elle se donne comme mandat de répondre adéquatement à cette clientèle, non seulement en concevant une formation qui lui est spécialement destinée mais aussi en lui garantissant les services d'appui dont elle a besoin pour se prévaloir de cette formation.

Le nombre d'étudiants et d'étudiantes francophones qui ont des besoins spéciaux augmente régulièrement au sein du système d'éducation collégiale et il est clair que les programmes en français disponibles ne leur sont pas immédiatement accessibles. Des services supplémentaires doivent être mis sur pied pour permettre à cette clientèle d'avoir accès à l'éducation collégiale dans sa langue. Ainsi le réseau de collèges en langue française devra prévoir une programmation, un personnel spécialisé et du matériel spécialement adapté aux personnes souffrant de difficultés d'apprentissage. De même, il lui faudra s'assurer de donner aux personnes souffrant de handicaps physiques l'assistance technique nécessaire.

Un centre de services pour la population étudiante ayant des besoins spéciaux devra être mis sur pied à ces fins dans chacun des collèges du réseau. Il devra jouir des ressources lui permettant de répondre rapidement et efficacement aux besoins de sa clientèle, avec le concours des organismes et des pouvoirs publics appropriés.

3.2 L'ouverture au milieu

Les collèges se sont taillé une place stratégique au sein de la société ontarienne. Ils ont non seulement élargi l'accès aux études postsecondaires mais ils sont devenus aussi, à maints égards, des outils de la communauté. Cependant, malgré l'emphase mise sur ce rôle particulier des collèges dans les textes d'orientation officiels concernant les collèges d'arts appliqués et de technologie, on persiste encore à le concevoir comme une fonction accessoire et ainsi, à réduire d'autant la mission globale souhaitée pour les collèges au moment de leur création.

Il est clair que l'avenir des collèges de langue française passe par leur ouverture à leur milieu. Si l'on veut que la population francophone profite pleinement des ressources que lui offre le collège, il faut que celui-ci vienne au devant d'elle, lui ouvre ses locaux, lui rende ses ressources accessibles. En d'autres mots, celle-ci doit voir dans les collèges des établissements qui lui appartiennent.

Ainsi, la mission initiale du collège, qui est d'adapter ses enseignements aux attentes de la communauté, se double d'une seconde mission, qui est d'aller lui livrer ces enseignements où elle se trouve. Cette mission pourrait inclure les dimensions suivantes: prêt de personnel aux organismes de la communauté (entreprises, associations, etc.) en termes d'analyses de besoins, d'élaboration de contenus, de consultation et de recherche; prêt d'équipement et de locaux; support technique. Elle implique des remaniements profonds de la structure actuelle des collèges ontariens incluant la mise en place de mécanismes formels par lesquels la population peut avoir facilement accès aux ressources du collège sans le poids d'une bureaucratie qui a tendance à 'administrer' la demande. Elle implique aussi que la clientèle du collège participe étroitement au devenir du réseau collégial, dont elle assume une part de la responsabilité. Des liens formels doivent être mis en place à cette fin.

3.3 Les partenariats avec la communauté franco-ontarienne

a) Des liens étroits avec les employeurs des sphères privée et publique

Depuis leur création, plusieurs collèges ontariens ont établi pour certains programmes des relations très étroites avec différentes catégories d'employeurs, notamment par le biais des programmes coopératifs. Quelques programmes français ont développé de telles collaborations mais ces partenariats, qui pourtant sont un des atouts les plus importants du système d'enseignement collégial, ont été laissés à la bonne volonté de quelques personnes et il faut prendre toutes les mesures nécessaires pour les développer davantage.

Les entreprises francophones qui se sont exprimées devant Vision 2000 ont été unanimes quant au besoin de faire d'une collaboration employeurs-collèges une partie intégrante des programmes. D'une part, elles voient là un moyen privilégié de s'assurer que la formation est adaptée aux besoins du marché du travail et de mettre en contact employeurs et futurs employés. Mais surtout, elles voit dans le rapprochement entreprises-collèges une chance unique de se doter d'un accès privilégié à une formation professionnelle qu'elles n'ont pas les ressources de s'offrir. Le personnel francophone des collèges quant à lui voient ici une occasion inespérée d'avoir accès à une technologie changeante que les collèges ont de plus en plus de mal à s'approprier. Quant aux jeunes, ils voient là une condition préalable à une bonne préparation au milieu du travail. Ils insistent sur la nécessité de développer au maximum l'enseignement coopératif, afin de faire profiter pleinement la clientèle des collèges des liens qu'un tel enseignement favorise entre les employeurs et les étudiants et étudiantes.

b) Une collaboration soutenue avec le réseau associatif

Les collèges de langue française doivent réaffirmer leur mandat auprès de la communauté franco-ontarienne en développant aussi une plus grande collaboration avec ses organisations, ses associations.

L'Ontario français tire son dynamisme d'une multitude de groupes et d'associations qui pourraient devenir des partenaires privilégiés du réseau collégial, tant à des fins d'inventaire des besoins de la communauté et de promotion des services des collèges qu'à des fins de collaboration au niveau même de la planification et de la prestation de ces services. Il y a dans les associations un bassin énorme en terme de clientèle. On y trouve aussi un leadership capable d'évaluer les besoins en formation de cette clientèle et de revendiquer un enseignement qui réponde à ces besoins. D'autre part, le personnel rémunéré et bénévole du réseau associatif constitue une ressource inestimable pour le réseau collégial.

Il est pressant d'imaginer et de mettre en oeuvre des modalités qui permettront une utilisation des ressources du réseau des collèges de langue française en continuité avec ces ressources du réseau associatif. On pourrait par exemple créer, en partenariat avec le réseau associatif, des centres pour la formation de ses ressources humaines. Sur un autre plan, une collaboration sera à développer entre les groupes franco-ontariens de femmes et le réseau des collèges afin de promouvoir l'accès des femmes aux études collégiales.

3.4 L'implication communautaire

a) L'animation culturelle

La mission éducative des collèges de langue française déborde largement la simple transmission de connaissances. À l'instar des autres collèges de l'Ontario, ils ont la responsabilité de développer le plein potentiel de la clientèle qu'ils ont à desservir, de l'aider à se donner une orientation de vie et à se choisir un devenir. Mais les collèges de langue française ont aussi le mandat particulier d'emmener la communauté franco-ontarienne à se donner un visage qui est le sien, elle qui est de plus en plus sollicitée par un environnement anglophone. Ils ont la responsabilité de l'aider à reconnaître ses forces et ses atouts, et de bâtir sur ces forces pour mieux vivre en français en Ontario. Ils ont le devoir de lui faire prendre conscience de ses droits et des responsabilités qui lui reviennent dans l'obtention du respect de ces droits. Et ils doivent développer une stratégie à cette fin.

Pour la communauté franco-ontarienne, il est clair que le collège de langue française est une institution francophone au plein sens du terme. Il doit être conçu comme un lieu de rassemblement de Franco-Ontariens et Franco-Ontariennes qui définissent leurs objectifs en fonction de leurs valeurs et de leur langage culturel. Il doit renforcer leur fierté, leur sentiment d'appartenance, leur volonté de se respecter et de se faire respecter. Différents moyens s'offrent à lui à cette fin, dont plusieurs ont déjà été expérimentés avec succès aux autres paliers du système d'éducation. D'autres initiatives devront être prises, qui seraient spécialement adaptées à une clientèle adulte qui va en augmentant.

b) La création de centres de leadership

Les collèges occupent un place privilégiée au sein du système d'enseignement: ils font se rencontrer plusieurs générations à la recherche de stratégies communes pour mieux vivre en français en Ontario. Ils favorisent également le développement de réseaux de personnes qui, par la scolarité qu'ils viennent y quérir, se verront devenir des agents de changement de la communauté franco-ontarienne. Ils se trouvent les lieux tout indiqués pour la mise sur pied de centres de leadership.

L'implantation de centres de leadership au sein du réseau collégial aurait des avantages certains du point de vue de leur impact à long terme sur le développement de la communauté franco-ontarienne. En effet, une telle localisation permettrait d'articuler la formation en leadership à la formation préparatoire à l'emploi, ce qui développerait sans contredit la confiance des étudiants et étudiantes de pouvoir contribuer à bâtir une économie franco-ontarienne, à même des ressources formées en français et fières de l'être. Elle renforcerait leur détermination à voir leur différence respectée dans leur futur milieu de travail. Elle favoriserait leur implication dans la défense des dossiers francophones, sans compter qu'elle serait un excellent moyen de stimuler auprès de la clientèle des collèges le sens de l'entrepreneurship.

c) La participation aux initiatives du milieu

Pour remplir efficacement son rôle d'animateur culturel, le collège de langue française devra nécessairement s'impliquer directement dans les projets du milieu franco-ontarien. Non seulement doit-il adapter ses enseignements aux attentes de la communauté mais il doit aussi proposer ses ressources humaines et physiques pour soutenir ses initiatives. Il peut même devenir un leader en matière de développement communautaire, en devenant le point de rencontre des membres des réseaux les plus influents en Ontario français: gens d'affaires, associations, professeur(e)s, etc. Il peut coordonner leurs efforts et exercer un leadership au niveau des actions à prendre pour assurer le développement à long terme de la communauté.

Les francophones de l'Ontario sont convaincus de l'importance du leadership du réseau collégial de langue française pour l'avenir de la communauté franco-ontarienne. Leur position est claire quant au mandat communautaire du collège, un mandat qui implique une participation active du collège à la vie communautaire. "Il est clair que les collèges communautaires doivent participer à la vie de la collectivité et réciproquement" (CEFO, 1989, p. 6). Ils doivent rayonner dans le milieu, contribuer à ses initiatives, les susciter même.

Il est impossible en quelques pages d'examiner toutes les dimensions du leadership du collège au sein de la communauté. Il faut néanmoins insister sur le rôle particulier du réseau de collèges de langue française sur le plan politique, primordial pour une pleine affirmation des droits des Franco-Ontariens et Franco-Ontariennes sur la scène publique ontarienne.

d) La défense des intérêts de la communauté franco-ontarienne

Pour les Franco-Ontariens et Franco-Ontariennes, les collèges sont des institutions de la communauté, institutions qui doivent non seulement les appuyer dans leurs initiatives mais aussi participer à leurs luttes. S'ils veulent la servir efficacement, ils doivent intervenir en son nom, protéger ses acquis et faire en sorte que toutes les conditions existent pour qu'elle puisse continuer à se développer.

Les leaders franco-ontariens attendent beaucoup du réseau des collèges de langue française. Ils sont d'avis que les collèges devraient jouer un rôle actif dans la défense des intérêts de la communauté franco-ontarienne auprès de la majorité. Leurs activités et les relations privilégiées qu'ils entretiennent avec leur clientèle en font des témoins de choix des besoins de la communauté en matière de formation et ils devraient être parmi ses principaux porte-parole sur toute question relative à l'éducation franco-ontarienne, à la formation professionnelle en français et à la place des francophones sur le marché de l'emploi.

4. Les défis posés au réseau de collèges de langue française: souplesse, concertation et autonomie

Les collèges de langue française sont des établissements d'enseignement dont le premier mandat est de répondre aux besoins d'éducation collégiale de la communauté franco-ontarienne. Ceci inclut bien sûr la formation préparatoire à l'emploi mais ne s'y limite pas, leur rôle étant de mettre leurs ressources à contribution afin d'aider les francophones à prendre la place qui leur revient tant sur la scène économique que politique ou culturelle. Pour s'acquitter de cette mission, les collèges doivent faire tout ce qui est en leur pouvoir pour recruter la clientèle francophone et lui donner toutes les chances de succès dans sa démarche de formation.

D'importantes conséquences découlent d'une telle nécessité, aussi bien pour les critères d'admission que pour l'organisation des programmes et des activités. Par ailleurs, le contexte particulier de prestation des services en langue française à l'échelle de la province exige une rationalisation des programmes spécialisés et une structure de concertation provinciale. Il exige aussi que les collèges de langue française aient la pleine autonomie. C'est là une question de survie.

4.1 Une formation sur mesure

a) Une souplesse dans l'admission

Il est clair que le simple fait d'avoir des programmes en français dans des collèges de langue française ne les rend pas également accessibles à toutes les clientèles. Une grande partie de la population franco-ontarienne susceptible de pouvoir fréquenter les collèges de langue française ne possède pas les prérequis qui lui permettraient de réussir son expérience de formation. Faut-il pour autant lui en refuser l'accès?

Employeurs, professeur(e)s, étudiants et étudiantes sont tous d'avis qu'il ne faille pas avoir en éducation franco-ontarienne des exigences de réussite inférieures à celles qu'a le reste du système d'éducation ontarien. Ils insistent cependant pour dire que les collèges de langue française doivent être d'une très grande souplesse dans l'admission aux programmes d'études collégiales, afin de permettre au plus grand nombre de Franco-Ontariens et de Franco-Ontariennes de s'en prévaloir; qu'ils doivent avoir une politique de 'porte ouverte,' plutôt que de s'orienter vers l'accueil des seules personnes ayant les prérequis nécessaires à leur admisssion dans les programmes de leur choix.

Dans ce contexte, les collèges de langue française doivent développer des programmes visant à donner ces prérequis aux personnes qui en auraient besoin. Ils doivent aussi prendre des mesures concrètes afin de changer les perceptions selon lesquelles l'éducation collégiale est d'abord destinée aux seules personnes déjà prêtes à s'en prévaloir. En un mot, ils doivent se donner les moyens d'accueillir la clientèle là où elle est rendue. Ceci implique une modification fondamentale de l'organisation des programmes qui va de l'inclusion de modalités de rattrapage de la clientèle au sein des programmes à une variabilité dans leur durée, en fonction de la clientèle. Ceci implique aussi une revision des modalités de financement de l'éducation collégiale afin que les programmes de rattrapage -qui ne sont pas financés directement- ne soient pas développés aux frais des autres programmes.

b) La reconnaissance des acquis

Alors que les diplômes sont en train de devenir l'unique porte d'entrée vers une majorité d'emplois en Ontario, nous assistons chez les Franco-Ontariens et Franco-Ontariennes à une 'déscolarisation' importante des apprentissages. Les jeunes sont nombreux à décrocher et à trouver hors de l'école d'autres lieux pour apprendre. Les adultes ont pour la plupart des acquis qui débordent largement ceux obtenus dans le système scolaire. Une clé d'une plus grande participation franco-ontarienne à l'éducation collégiale réside aussi dans la reconnaissance de ces acquis non scolaires. Le réseau collégial de langue française a la responsabilité de se doter dès maintenant des mécanismes nécessaires pour procéder à l'évaluation et à la reconnaissance des acquis.

En même temps qu'il faille offrir à la clientèle la possibilité de se donner les prérequis nécessaires, il faut d'autre part 'créditer' son expérience lorsque celle-ci est pertinente aux programmes.

4.2 Une organisation souple

a) Une programmation modulaire

Une telle souplesse dans l'admission et la reconnaissance des acquis obligent à une réorganisation complète des programmes de niveau collégial. L'ouverture des collèges à la population franco-ontarienne exige en effet qu'on revoie la programmation de façon à ce qu'elle puisse s'adapter facilement aux rythmes différents des clientèles et à leur expérience préalable.

Plusieurs interventions de la communauté franco-ontarienne relativement à l'organisation des études collégiales ont trait au besoin d'adopter une programmation par crédit ou module. Des programmes organisés sur la base de cours crédités seraient plus aptes à répondre aux besoins d'une clientèle diversifiée, et ils rendraient l'éducation collégiale beaucoup plus attrayante à la clientèle potentielle. Ils auraient l'avantage d'encourager la participation des étudiants et étudiantes à temps partiel et de permettre le rapatriement de ceux qui choisissent de quitter momentanément. Ils faciliteraient aussi le transfert des étudiants et étudiantes entre les institutions qui offrent un même programme ou, dans certains cas, entre les différents programmes d'enseignement collégial.

Il est essentiel de rappeler ici le contexte dans lequel se fera l'éducation collégiale dans les années 2000. Les personnes seront appelées à continuer à se former tout au long de leurs années d'activité et même au-delà. Les collèges seront parmi les lieux privilégiés où elles recevront cette formation, à condition toutefois qu'ils se donnent une organisation susceptible de répondre aux besoins de leur clientèle plutôt que de l'obliger à fonctionner dans un système qui ne se prête pas à l'éducation permanente. Ils doivent donc développer des modalités qui permettront d'entrer et de réentrer aisément dans les programmes, de changer d'orientation sans perdre ses acquis, etc.

b) Une variété de modes de prestation des services

La création d'une clientèle exige aussi qu'une attention particulière soit apportée aux modes de prestation des programmes, tant en terme d'horaires, de lieux, que des appuis techniques. Des propositions fort intéressantes ont été faites en ce sens par l'équipe no 4 de Vision 2000: cours en début de matinée, en soirée, de fin de semaine, d'été, cours qui pourraient adopter un calendrier fort différent de celui qui prédomine aujourd'hui et où septembre et janvier ne constituent pas nécessairement les moments privilégiés d'entrée; cours offerts dans les entreprises, dans les centres commerciaux, dans les bibliothèques et autres ressources communautaires; cours assistés par ordinateurs, cours à domicile, susceptibles d'augmenter considérablement l'accès à l'éducation collégiale.

Plusieurs arguments militent en faveur de la mise en application de certaines de ces propositions. Le premier a trait à la clientèle à créer qui oblige les collèges de langue française à faire preuve d'un maximum d'originalité. Le second concerne le manque chronique de ressources humaines et financières à la disposition de l'éducation franco-ontarienne qui incite à la recherche de formes susceptibles de maximiser leur utilisation.

Les exemples abondent quant aux modes possibles d'offrir une formation technologique au sein même des entreprises qui disposent d'une telle technologie. D'autres possibilités mériteraient d'être envisagées, qui permettraient aux collèges de langue française de mettre à profit les ressources du secteur associatif et vice-versa.

c) La formation à distance

Parmi les défis auxquels il doit faire face, le réseau de collèges de langue française devra développer tout le potentiel associé à la formation à distance (Recommandation no 17, Plan directeur de l'éducation franco-ontarienne). Celle-ci offre en effet une réponse supplémentaire aux limites imposées à l'éducation collégiale par la grande dispersion de la population francophone à l'échelle de la province. Elle permet en outre aux collèges d'élargir leur clientèle hors de l'Ontario, et notamment dans la francophonie hors Québec.

Même dotée des trois collèges autonomes qu'elle revendique actuellement, la communauté franco-ontarienne restera toujours désavantagée sur le plan de sa proximité des établissements d'enseignement collégial. De nombreux Franco-Ontariens et Franco-Ontariennes seront toujours localisés à plus d'une demi-heure des campus, et la formation à distance apparaît ici comme un moyen privilégié d'augmenter leur accès aux programmes de niveau collégial dans leur langue.

L'Ontario français a déjà une certaine expertise dans le domaine de l'enseignement à distance, notamment grâce à Forma-distance qui a donné une formation en conception pédagogique et en gestion de la formation à distance à plus de cinquante intervenants francophones de l'Ontario. Il importe de développer davantage cette expertise dans le contexte d'une structure leur permettant désormais de diriger eux-mêmes les programmes, leur contenu et leur portée, au bénéfice de la clientèle à laquelle ils s'adressent. Un centre de formation à distance doit être mis en place à cet effet, dont les ressources devront être disponibles pour tous les collèges du réseau.

Les retombées d'un tel centre pourront être fort importantes. Il pourra de toute évidence permettre aux francophones de devenir des leaders des technologies de formation à distance au sein du système d'enseignement collégial ontarien. Il pourra aussi leur permettre de rayonner dans les autres milieux francophones du Canada et du reste du monde qui, pour la plupart, font face aux mêmes contraintes géographiques en matière d'éducation en langue française.

4.3 Une rationalisation provinciale

a) Un éventail complet de programmes en français

Les collèges qui, jusqu'ici, recevaient des fonds pour offrir des cours en langue française n'ont jamais eu l'ambition de voir à ce que, grâce à leurs efforts conjugués, l'ensemble des programmes collégiaux soient offerts en français à l'échelle de la province. Pour accroître les possibilités d'accès des francophones à la formation collégiale dans leur langue, le réseau des collèges de langue française, avec le Collège de technologie agricole et alimentaire d'Alfred, devra pouvoir offrir à la communauté franco-ontarienne un éventail complet des programmes et des services dont elle a besoin, quels que soient les nombres en présence (Recommandation no 10, Plan directeur de l'éducation franco-ontarienne).

b) Une rationalisation des programmes postsecondaires spécialisés

La répartition géographique des francophones sur l'ensemble du territoire ontarien est telle que, pour être accessible à la population qu'il aura à desservir, le réseau collégial devra être constitué d'au moins trois collèges -un pour l'Est, un pour le Nord, et un pour le Centre-Sud de la province. Le CEFO est d'avis que ces trois collèges et leurs campus devront se spécialiser en fonction de leur situation régionale, afin d'accroître le nombre et la qualité des services offerts à l'échelle de la province. Ainsi, c'est le réseau en entier, et non chacun des trois collèges, qui offrira la gamme des programmes postsecondaires spécialisés dont a besoin la communauté franco-ontarienne. Le système d'aide financière aux étudiants et étudiantes devra être ajusté à cette réalité.

L'objectif visé est qu'il y ait utilisation la plus rationnelle possible des ressources nécessaires aux programmes spécialisés, et d'en promouvoir l'excellence. Il est aussi de constituer les 'masses critiques' d'étudiants et d'étudiantes nécessaires à la mise en place de ces programmes, tout en développant au maximum les possibilités pour que ceux-ci fassent leurs études dans leur milieu, par exemple en limitant les déplacements à l'obtention de certains crédits seulement, ou en favorisant des stages dans leur région d'origine. Rappelons en effet l'augmentation prévue de la clientèle adulte des collèges dans toute la gamme des programmes, incluant les programmes spécialisés, clientèle qui est moins mobile que celle des diplômé(e)s du secondaire et pour laquelle il faut développer des moyens originaux d'augmenter son accessibilité aux programmes les plus susceptibles de lui permettre une meilleure insertion sur le marché de l'emploi.

Des mécanismes formels devront être mis en place pour faire cette rationalisation. Mais il faut d'abord compléter le réseau des collèges de langue française, qui, il est important de le rappeler, ne dispose jusqu'ici que d'un seul établissement, la Cité collégiale.

4.4 Une structure de concertation

Nul doute qu'il faille mettre en place, à l'échelle provinciale, une structure capable de coordonner l'élaboration du plan de rationalisation et d'en réaliser l'application en tenant compte des intérêts de la francophonie des différentes régions. Dans son Plan directeur (1989), le CEFO recommande la création d'un Conseil permanent des services collégiaux de langue française qui devra tenir lieu et place de Conseil des affaires collégiales.

Ce Conseil, fort d'une représentation efficace des régions, serait pleinement responsable de la coordination des services offerts par les collèges du réseau (y compris le Collège d'Alfred) dans les domaines nécessaires de spécialisation. Il aurait la responsabilité de faire les recherches nécessaires à la priorisation des besoins et d'attribuer des responsabilités précises aux collèges en matière de programmation.

Il devra jouir de l'autorité nécessaire à la réalisation des objectifs de l'éducation collégiale en français discutés dans les pages précédentes.

4.5 L'autonomie comme condition de réalisation de la mission des collèges de langue française

a) Le mandat exclusif sur les programmes de langue française

Parler de l'autonomie des collèges, c'est d'abord parler de l'exclusivité sur les programmes en français. La communauté s'est exprimée clairement sur cette question qui en est une de survie pour les collèges de langue française qui ne peuvent souffrir d'aucune compétition dans l'état actuel de la démographie franco-ontarienne.

b) La pleine autonomie du réseau collégial de langue française

Parler de l'autonomie des collèges, c'est parler aussi de la possibilité, pour le réseau, de pouvoir mettre sur pied les programmes qui correspondent aux besoins de formation de sa clientèle, individus comme communauté, et de pouvoir évaluer les apprentissages soi-même; de pouvoir gérer ces programmes en fonction d'objectifs qu'on s'est soi-même donnés; de pouvoir les financer selon les priorités qu'on s'est soi-même établies.

Sur ce point capital, les consultations ont révélé une unanimité complète de tous ceux qui ont fait entendre leur voix, peu importe leur provenance: de l'intérieur ou de l'extérieur des collèges existants, des professeurs comme des cadres. Les collèges de langue française doivent jouir d'une pleine autonomie, au nom même de l'accès des Franco-Ontariens et Franco-Ontariennes aux études collégiales.

Cette autonomie s'exprimera de différentes façons. Il est par exemple impossible pour les collèges de langue française de souscrire à la loi des nombres qui prédomine au sein des autres collèges pour décider du maintien ou du retrait d'un programme. À un autre niveau, il ne saurait être question pour le réseau d'accepter d'éventuelles normes provinciales, que ce soit en terme des objectifs des programmes ou en matière de stratégies d'apprentissage ou d'évaluation. Cette normalisation risquerait d'avoir un impact majeur sur la spécificité des programmes offerts par le réseau des collèges de langue française et qui est leur principale raison d'être.

c) Des mécanismes de collaboration avec le réseau des autres collèges ontariens

L'autonomie du réseau collégial de langue française n'exclut cependant pas un besoin de collaboration avec le réseau des autres collèges de l'Ontario. Même si les choix en matière de programmation sont différents, si les contenus et les outils pédagogiques le sont aussi, les deux systèmes ont beaucoup à gagner d'une étroite collaboration.

Des mécanismes de collaboration entre les deux réseaux vont devoir être mis en place, aux échelles régionale et provinciale. Ils viseront le maintien d'un dialogue permanent entre les unités de langue française et de langue anglaise tant dans les secteurs de la programmation que des services aux étudiants et étudiantes. Ils favoriseront les prêts de service, l'échange de matériel didactique, le partage de ressources. Ils faciliteront l'organisation d'activités conjointes pour les enseignants et la clientèle des deux réseaux, tels des colloques, des conférences ou des ateliers de formation.

4.6 Un mode de financement original

Le contexte dans lequel opère le réseau de collèges de langue française de l'Ontario l'oblige à une très grande originalité, tant au niveau de sa programmation que des services à la clientèle étudiante. Les nombres restreints, la dispersion des effectifs, la nécessité de bâtir la clientèle impliquent que les collèges développent des stratégies originales de prestation des programmes qui incluent une formation sur mesure et une grande souplesse d'organisation. La place importante qu'occupent les adultes au sein de la clientèle étudiante, la participation grandissante des femmes aux études postsecondaires, les investissements supplémentaires auxquels les francophones doivent consentir à cause de leur éloignement des grands centres exigent la mise en place d'une gamme étendue de services d'appoint.

Cette originalité a un prix, que doit prévoir le système de financement de l'éducation collégiale en français. Par exemple, il faut que des sommes puissent être consenties: au développement de curriculums spécialement adaptés à la clientèle franco-ontarienne; à une mise sur pied de programmes de rattrapage qui ne se feraient pas sur le dos des étudiants et étudiantes qui n'en ont pas besoin; au rapprochement collèges-entreprises; à la formation de concert avec les associations de la communauté, etc. Il faut aussi que les collèges jouissent des ressources nécessaires à la formation sur mesure et à la flexibilité des modes de prestation des cours. Il faut finalement que le financement de l'éducation collégiale en français inclue des modalités précises de soutien aux services d'appoint, incluant les services aux personnes ayant des besoins spéciaux.

Les intervenants et intervenantes en éducation franco-ontarienne sont unanimes sur ce point: il sera impossible de faire de la vision franco-ontarienne de l'avenir des collèges une réalité si l'on ne lui assortit pas une revision fondamentale du mode de financement de l'éducation franco-ontarienne. Sans un financement qui permette au réseau des collèges de langue française de soutenir les initiatives que lui dicte son mandat, tout effort afin de donner aux Franco-Ontariens et Franco-Ontariennes une éducation collégiale qui réponde à ses aspirations sera vain.

5. Le réseau de collèges de langue française au sein du système d'éducation franco-ontarienne

La législation permettant la création de 22 collèges communautaires en Ontario donnait aux établissements trois responsabilités principales:

1. donner des cours de niveau postsecondaire ou non adaptés au niveau secondaire;
2. satisfaire les besoins des diplômés des programmes de niveau secondaire, à l'exception de ceux qui désirent fréquenter l'université;
3. satisfaire les besoins en formation des adultes et des jeunes ayant quitté l'école, qu'ils soient ou non des diplômés des écoles secondaires.

Après 20 ans d'opération, les collèges ontariens se cherchent encore une mission. Leur rôle reste confus, entre celui des universités et des écoles secondaires, avec comme résultats: que la duplication est fréquente entre les services offerts au niveau collégial et ceux offerts dans les écoles secondaires ou dans les universités; qu'il n'y a pas d'intégration entre les différents éléments du système d'éducation franco-ontarienne. Il s'agit là d'une situation tout à fait inacceptable dans un contexte où le peu de ressources allouées à l'éducation franco-ontarienne rend nécessaire le maximum de rationalisation des services et où la francophonie ontarienne doit pouvoir accéder aisément à l'éducation supérieure.

5.1 L'articulation entre les programmes d'étude

a) La coordination des programmes d'étude

Le rôle spécifique des collèges au sein du système d'éducation franco-ontarienne peut sembler sans équivoque en ce qui a trait à la formation postsecondaire. Néanmoins, un regard attentif sur certains curriculums révèle une certaine confusion entre les objectifs d'une éducation collégiale et ceux auxquels doit satisfaire l'enseignement universitaire, qui risque d'ailleurs de s'aggraver si l'on choisit de favoriser une formation de type générique pour l'étudiant et l'étudiante du collégial. En même temps, la frontière est très floue entre les mandats des collèges et ceux des écoles secondaires en ce qui a trait à la formation de base ou même à la formation professionnelle. Des précisions s'imposent quant au mandat respectif des différents éléments du système d'éducation. Les intervenants et intervenants en éducation franco-ontarienne doivent les apporter sans plus tarder. C'est là un des défis auxquels ils ont à faire face s'ils veulent faire profiter la communauté pleinement des ressources qui sont à sa disposition en matière d'éducation.

La première responsabilité du réseau de collèges de langue française est de développer l'accès de la clientèle franco-ontarienne à l'éducation collégiale. Cette responsabilité implique qu'il développe des curriculums qui répondent aux besoins et aux attentes de cette clientèle, et qu'il fasse en sorte que les étudiants et étudiantes trouvent dans les programmes auxquels ils s'inscrivent les éléments de formation qui leurs permettront d'actualiser leurs habilités de travail. Dans le contexte de la faible participation des Franco-Ontariens et des Franco-Ontariennes à l'éducation postsecondaire, les collèges de langue française doivent apporter une attention particulière à favoriser la transition de la clientèle étudiante du secondaire au collégial. Il leur faut surtout éviter à tout prix que celle-ci ait à subir des décalages et des redondances dans les enseignements qu'elle reçoit à chacun de ces deux paliers du système d'éducation. Le degré de rétention des étudiants et des étudiantes dans les collèges en dépend étroitement.

Par ailleurs, on a insisté dans les pages précédentes sur le fait que les Franco-Ontariens et Franco-Ontariennes allaient devoir désormais continuer à s'éduquer tout au long de leur vie active et même au-delà. Ils seront de plus en plus nombreux à revenir aux études à différents moments de leur carrière, et ceci que ce soit pour obtenir des diplômes ou certificats, ou pour simplement accéder à des connaissances qui leur sont immédiatement nécessaires dans le cadre de leurs emplois. Ils se dirigeront pour certains enseignements vers les collèges, ils auront chercher d'autres types de formation dans les établissements universitaires. Ils voudront profiter pleinement de leur expérience à l'un ou l'autre palier du système d'éducation et ils seront d'autant plus exigeants que leurs études empiètent directement sur leur travail. Les établissements d'enseignement doivent s'adapter à cette clientèle qui deviendra bientôt majoritaire. Ils doivent coordonner leurs programmes d'études pour s'assurer qu'ils soient d'une part cohérents, d'autre part complémentaires. Ils doivent réduire les cas de chevauchement, en particulier dans le cas des programmes universitaires dits professionnels, où la frontière entre les contenus des cours dispensés au palier collégial et au palier universitaire est quelquefois bien mince.

b) L'interface secondaire-collégial

Les lacunes observées au niveau de la formation de base de la main-d'oeuvre franco-ontarienne, tant adulte que jeune, soulève la question d'une meilleure collaboration à établir entre le réseau collégial et celui des écoles secondaires à l'échelle de la province. Une solide concertation doit se faire, notamment en ce qui a trait aux disciplines fondamentales: langue, mathématiques, sciences.

Le principal mandat du collège est de préparer sa clientèle à se tailler la place à laquelle elle aspire sur la scène économique. Ceci inclut bien sûr qu'il s'assure que celle-ci a les connaissances fondamentales nécessaires au marché du travail mais son rôle spécifique est de lui donner la formation spécialisée dont elle a besoin pour lui permettre d'oeuvrer efficacement dans les secteurs prioritaires au développement de la communauté. Il revient par contre à l'éducation secondaire de donner aux francophones la formation linguistique de base, de leur donner une base solide en mathématiques et des rudiments en sciences. Pour différentes raisons dont plusieurs ne sont pas spécifiques à l'éducation franco-ontarienne, l'école secondaire a éprouvé longtemps et éprouve encore des difficultés majeures à réussir à donner la formation générale attendue. C'est d'abord ici qu'il faut intervenir. Le collège devra néanmoins jouer un rôle au niveau du rattrapage à faire. Une saine collaboration entre le secteur collégial et le secteur secondaire est essentielle à la réussite de cette mission de rattrapage.

c) L'interface collégial-universitaire

La question de l'articulation entre le collégial et l'universitaire soulève quant à elle la question de la place du collège au sein du système d'éducation franco-ontarienne. S'agit-il pour le collège de préparer la clientèle à poursuivre des études plus avancées ou au contraire de lui donner une formation terminale, directement préparatoire à l'emploi?

S'ils sont d'avis qu'il faille faciliter le transfert de la clientèle des collèges vers les universités -on y reviendra au paragraphe suivant- les Franco-Ontariens et Franco-Ontariennes semblent néanmoins opter en majorité pour une éducation collégiale dont l'objectif premier est de permettre d'accéder directement au marché du travail. Ils refusent d'emblée le concept d'une éducation collégiale préparatoire à l'université, préférant laisser aux universités toutes les étapes de la formation universitaire.

Ceci étant dit sur le mandat respectif de chacun des deux paliers d'éducation postsecondaire, les francophones sont d'avis qu'il faut développer des avenues originales de coopération entre collèges et universités pour la prestation de leurs services. Les nombres faibles et la dispersion des effectifs francophones, de même que le peu de ressources financières et humaines disponibles, nécessitent la mise en commun des ressources, qui peut toucher tant les installations, les équipements et autres outils de formation que les ressources humaines. On parle dans certains milieux de centres d'enseignement postsecondaire, offrant les services d'éducation collégiale et les services de niveau universitaire. On explore aussi la possibilité de développer des programmes conjoints dans certains domaines où les buts et objectifs sont voisins.

5.2 Le transfert des crédits

Pour favoriser la transition de la clientèle francophone entre les différents éléments du système d'éducation franco-ontarienne, il est essentiel que la fonction 'transfert' du réseau collégial de langue française soit développée. Plus spécifiquement, il faut que la clientèle des collèges puisse aisément accéder aux programmes universitaires de premier cycle. Il faut aussi que les jeunes Franco-Ontariens puissent faire beaucoup plus aisément le passage de l'école secondaire au collège. Des mécanismes institutionnalisés doivent être mis en place qui permettront de tels transferts.

Une des conditions de la réussite à long terme des intiatives prises actuellement par les francophones en matière d'éducation collégiale réside dans un transfert facile des étudiants et étudiantes entre le réseau des collèges de langue française et les universités. La responsabilité des établissements d'enseignement des deux niveaux à ce chapitre est claire: ils doivent se donner les moyens d'évaluer aussi finement que possible les acquis d'un étudiant ou d'une étudiante ayant complété l'ensemble ou une partie des modules d'un programme de niveau collégial à la lumière des exigences disciplinaires des différents programmes universitaires. Ils doivent aussi déterminer des procédures claires et simples de transfert des étudiants et des étudiantes. Finalement, ils doivent trouver des incitatifs propres à encourager le transfert entre les deux paliers d'enseignement. Parmi les avenues qui pourraient être explorées: l'obtention de crédits universitaires dans le cadre des études collégiales et vice-versa, la création de programmes conjoints, en particulier dans les domaines où l'écart entre les objectifs des programmes universitaires et ceux des programmes de niveau collégial est moins important.

Les collèges font face à un même défi quant aux modalités de transfert des étudiants et étudiantes du secondaire. Ils doivent prendre, de concert avec les établissements d'enseignement secondaire, des actions immédiates en vue de faciliter le transfert de la clientèle du secondaire vers les collèges.

5.3 La sensibilisation et l'orientation de la clientèle étudiante

De l'avis de plusieurs intervenants et intervenantes en éducation franco-ontarienne, les liens à développer ne s'arrêtent pas là. Il y a aussi beaucoup à faire ensemble en terme de la sensibilisation et de l'orientation de la clientèle étudiante, au grand bénéfice de chacun des éléments du système d'éducation.

Parmi les actions possibles, mentionnons: la mise en oeuvre de systèmes communs d'information afin de sensibiliser adéquatement les étudiants et étudiantes aux opportunités qui s'offrent à eux et aux programmes des différents paliers qui leur permettent le mieux d'en profiter; une collaboration étroite dans l'orientation de la clientèle vers les types de formation qui correspondent à ses besoins et à ses attentes.

5.4 La planification du développement de l'éducation franco-ontarienne

L'état actuel de la sous-scolarisation des francophones de l'Ontario, leur faible participation aux études postsecondaires et le peu de ressources disponibles pour pallier à ces contraintes majeures à leur insertion sur le marché de l'emploi requièrent une action concertée de tous les éléments du système d'éducation franco-ontarienne. Les besoins de formation sont immenses, et il est impératif que la communauté franco-ontarienne planifie avec rigueur l'utilisation des ressources qu'elle a à sa disposition afin qu'elles aient le plus de retombées possibles.

Alors que se termine le délai triennal pour l'entrée en vigueur de la Loi de 1986 sur les services en français, les services gouvernementaux souffrent par exemple d'une forte pénurie de professionnels francophones. Seule une planification concertée du développement de l'éducation franco-ontarienne peut permettre d'y faire face dans des délais raisonnables. Ce plan devrait prévoir quelles sont les priorités en matière d'éducation postsecondaire en Ontario. Il devrait préciser où, en Ontario, seront offerts, d'une part, les cours pour les personnes désireuses d'adhérer à un ordre professionnel (médecine, droit, architecture, etc.) et, d'autre part, les cours pour les personnes souhaitant devenir les collaborateurs et les collaboratrices de ces professionnels. Il pourrait aussi attribuer des mandats particuliers à certains éléments du système d'éducation, en matière de programmes, de ressources ou autre.

Sur un autre plan, l'éducation franco-ontarienne fait face à un problème sérieux de décrochage qui touche tous les paliers du système d'éducation. Il est plus que probable que les mesures à prendre pour baisser le taux d'abandons scolaires auront un plus grand succès si elles s'inscrivent dans une stratégie soigneusement planifiée par l'ensemble du système d'éducation.

5.5 Une infrastucture d'appui à la concertation entre les paliers d'enseignement

L'articulation des programmes et le transfert de crédits, l'information, l'adoption d'une stratégie commune de développement de l'éducation franco-ontarienne nécessitent une collaboration étroite des collèges avec les écoles secondaires et avec "un autre réseau dont l'heure est venue, le réseau universitaire franco-ontarien" (Rolande Soucie, présidente de l'Association canadienne-française de l'Ontario). Une infrastructure doit être mise en place à cette fin.

Les intervenants dans le domaine de l'éducation franco-ontarienne ont souligné le besoin d'une infrastructure d'appui à la concertation entre les établissements d'enseignement des différents niveaux, à l'échelle régionale et provinciale. Cette infrastructure devra, d'une part, permettre aux différents niveaux du système d'éducation de clarifier leurs responsabilités communes et respectives. Elle devra, d'autre part, favoriser un dialogue permanent à l'échelle des régions afin de faire en sorte que les ressources disponibles soient utilisées au maximum.

Recommandations

La création d'un réseau de trois collèges de langue française est nécessaire afin d'assurer aux francophones de l'Ontario un projet éducatif à leur image et qui réponde vraiment à leurs besoins. Les intervenants et intervenantes dans le dossier de l'éducation collégiale en français dans la province confèrent à ce réseau un mandat bien précis, dont les principales orientations ont été présentées aux pages précédentes. En guise de conclusion, nous traduisons sous forme de recommandations les principales propositions développées plus haut quant à ce mandat des collèges de langue française.

Ces recommandations couvrent les différentes catégories de besoins exprimés par la communauté franco-ontarienne quant aux services qu'elle s'attend de recevoir de ses collèges. Elles embrassent les principaux défis que doit relever l'éducation collégiale en français. Elles découlent d'une même vision: celle de faire des collèges de langue française des outils de développement économique, social, culturel et politique de la communauté franco-ontarienne.

Ces recommandations forment un tout indissociable qui prend son sens dans le seul contexte de la création d'au moins trois collèges de langue française en Ontario.

En conclusion de leurs travaux, les membres de la 6e table de Vision 2000 recommandent que le réseau des collèges de langue française:

1. donne à sa clientèle postsecondaire la formation qui lui permettra d'oeuvrer efficacement dans les secteurs économiques dont le développement prioritaire est lié à l'avenir de la communauté et en particulier dans celui des services spécialisés (section 2.1.a);
2. regroupe certains enseignements dans des centres spécialisés afin d'éviter de subir les conséquences douloureuses du développement désordonné dans des secteurs vitaux de formation (section 2.1.b);
3. offre aux petites et moyennes entreprises franco-ontariennes des avenues originales pour la formation professionnelle de leur main-d'oeuvre (section 2.2.b);
4. contribue activement à la formation de base préalable au travail en industrie, incluant l'alphabétisation (section 2.2.a);
5. continue d'assurer, par une formation intégrée, toutes les étapes de la formation de la main-d'oeuvre (section 2.3);
6. propose à la communauté franco-ontarienne un projet éducatif qui corresponde à la fois à ses attentes et aux exigences du marché de l'emploi (section 3.1.a);
7. développe un plan d'action destiné à sensibiliser sa clientèle aux services qu'il peut lui offrir, et à susciter son désir de les utiliser (section 3.1.b);
8. mette en place un ensemble de services d'appoint pour sa clientèle dont des services de logement, d'aide financière, de refrancisation, d'accueil et d'orientation et d'appui à la clientèle féminine (section 3.1.c);
9. réponde adéquatement à la clientèle ayant des besoins spéciaux, non seulement en concevant une formation qui lui est spécialement destinée mais aussi en lui garantissant les services d'appui dont elle a besoin pour se prévaloir de cette formation (section 3.1.d);
10. s'ouvre à son milieu, en lui facilitant l'accès à ses ressources. Des liens formels doivent être mis en place à cette fin (section 3.2);
11. fasse de la collaboration employeurs-collèges une partie intégrante des programmes (section 3.3.a);
12. développe des modalités qui permettront une utilisation de leurs ressources en continuité avec les ressources du réseau associatif (section 3.3.b);

13. se donne une stratégie destinée à renforcer la fierté des Franco-Ontariens et Franco-Ontariennes, leur sentiment d'appartenance à la communauté, leur volonté de se respecter et de se faire respecter (section 3.4.a);
14. mette sur pied des centres de leadership (section 3.4.b);
15. s'implique directement dans les projets du milieu franco-ontarien (section 3.4.c);
16. devienne un porte-parole de la communauté franco-ontarienne sur toute question relative à l'éducation franco-ontarienne, à la formation professionnelle en françaiset à la place des francophones sur le marché de l'emploi (section 3.4.d):
17. soit d'une très grande souplesse dans l'admission à ses programmes, afin de permettre au plus grand nombre possible de Franco-Ontariens et de Franco-Ontariennes de s'en prévaloir (section 4.1.a);
18. se dote des mécanismes nécessaires pour procéder à l'évaluation et à la reconnaissance des acquis non scolaires (section 4.1.b);
19. se donne une programmation modulaire afin de s'adapter facilement aux rythmes différents des clientèles et à leur expérience préalable (section 4.2.a);
20. développe des modalités originales de prestation des programmes, tant en terme d'horaires, de lieux, que des appuis techniques (section 4.2.b);
21. développe tout le potentiel associé à la formation à distance (section 4.2.c);
22. offre à la communauté franco-ontarienne un éventail complet des programmes et des services dont elle a besoin, quels que soient les nombres en présence (section 4.3.a);
23. dispose de mécanismes formels de rationalisation des programmes spécialisés à l'échelle provinciale (section 4.3.b);
24. soit chapeauté d'un Conseil des services collégiaux de langue française qui devra tenir lieu et place de Conseil des affaires collégiales (section 4.4);
25. ait le mandat exclusif sur les programmes de langue française (section 4.5.a);
26. jouisse d'une pleine autonomie (section 4.5.b);
27. collabore étroitement avec le réseau des collèges de langue anglaise et que des mécanismes formels soient mis en place à cette fin, aux échelles régionale et provinciale (section 4.5.c);
28. bénéficie d'un mode de financement capable de soutenir les initiatives que lui dicte son mandat (section 4.6);
29. précise son rôle particulier au sein du système d'éducation franco-ontarienne (section 5.1.a);
30. collabore avec le palier secondaire à compenser les lacunes dans la formation de base des Franco-Ontariens et Franco-Ontariennes (section 5.1.b);
31. développe des avenues originales de coopération avec les universités en matière d'éducation postsecondaire (seciton 5.1.c);
32. prenne, de concert avec les établissements d'enseignement secondaires et universitaires, des actions immédiates en vue de faciliter le transfert de la clientèle du réseau de et vers les autres paliers d'enseignement (section 5.2);
33. collabore avec les autres éléments du système d'éducation franco-ontarienne à la sensibilisation et à l'orientation de la clientèle étudiante, au grand bénéfice de chacun des éléments du système d'éducation (section 5.3);
34. s'unisse avec les autres paliers du système d'enseignement afin de planifier avec rigueur l'utilisation des ressources qui sont à leur disposition afin qu'elles aient le plus de retombées possibles (section 5.4);
35. bénéficie d'une infrastructure d'appui à la concertation entre les établissements d'enseignement des différents niveaux, à l'échelle régionale et provinciale (section 5.5).

Annexe 1

Quelques rapports, études et mémoires récents sur l'éducation collégiale en français en Ontario

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Lortie, A., Dugas, Y. et Robertson, J., Loi de 1986 sur les services en français. Rapport du groupe de travail chargé d'étudier la prestation des services en français au Collège Algonquin, janvier 1988.

Réseau de communications pour femmes de la communauté de Sudbury, L'université de langue française et le Collège français de Sudbury: gages de survie pour la communauté franco-ontarienne. Mémoire présenté au Comité sudburois pour une éducation postsecondaire en français, mai 1988.

Annexe 2

Membres du Conseil de l'éducation franco-ontarienne

Marc P. Godbout, président

Renée Lapointe

Andrée Lortie

Monique Matko

Maurice Perrier

Yves Poirier

Raymond Tremblay

Latly Vu

Représentants et représentantes du CEFO aux équipes de Vision 2000

Comité directeur	Marc Godbout
Équipe 1	Michel Parent
Équipe 2	Jacqueline Robertson
Équipe 3	Louise Eaton Carolle Laflamme
Équipe 4	Richard Marleau
Équipe 5	Diane Chevalier

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Hugh Armstrong
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Centennial College

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Peter Warrian
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Canadian Steel Trade and Employment Congress

Colleges in and of their Communities:
A Case Study of Sault College, Elliot Lake Campus

Vision 2000

Colleges in and of their Communities: A Case Study of Sault College, Elliot Lake Campus

Summary

This paper is a case study which examines the economic and social contributions of a community college — namely the Elliot Lake campus of Sault College of Applied Arts and Technology. The intent is to shed light on Elliot Lake's experience as a vehicle for offering some observations with more general application.

Research was conducted through a series of interviews and attendance at community meetings, in and around Elliot Lake.

The paper examines the Campus' delivery of academic services — historically and in terms of current program offerings and access brokering. In addition, the Campus' role in community development is described — its relationship to the local CITC; the economic contributions of campus operations; involvement in local development initiatives; and, the provision of social and cultural services.

Although the paper stops short of specific recommendations, the authors draw a number of conclusions about the strategic choices that need to be made, with regard to the Elliot Lake campus and the system in general.

Small campuses' contributions to community development cannot be fully measured solely in terms of what individual students learn. As an element of funding regimes, these campuses merit support over and above that generated by individual student numbers. This would recognize the economies of scale enjoyed by larger colleges and campuses, and the community development obligations these small campuses carry.

Access activities must be central in small campuses (i.e., must be at least one area of specialization). Specializing in access programs is compatible with an emphasis on generic skills and on general education. Specifically, longer-term arrangements for funding access programs, and more equitable arrangements for access brokerage, need to be established.

Small campus facilities, as well as staff, should be seen as a community resource. Furthermore, college outreach efforts should involve community members in addition to employers.

Lastly, the colleges need to help staff cope with change, and thus staff should have enhanced opportunities to share their experiences with one another. This applies within a campus setting, where individuals spend so much time organizing and teaching discrete short courses in isolated locations, especially on small campuses, but it also applies between campuses. With regard to the latter, the authors support the practice of occasionally bringing together individuals from smaller, satellite campuses to share notes and provide each other with support.

Le lien entre les collèges et les collectivités :
Une étude de cas du collège Sault du campus d'Elliot Lake

Sommaire

La présente étude de cas examine l'apport à l'économie et à la vie sociale d'un collège communautaire, en l'occurrence le collège Sault d'arts appliqués et de technologie du campus d'Elliot Lake. L'étude de ce campus sert d'exemple pour offrir quelques observations d'application plus générale.

On a fait la recherche en interrogeant de nombreuses personnes et en assistant à des réunions communautaires, à Elliot Lake et dans les environs.

Ce document examine les programmes scolaires offerts par le campus depuis sa création jusqu'à nos jours. On y apprend que le campus aide également les étudiants à s'inscrire à d'autres collèges ou universités, le cas échéant. L'étude décrit, de plus, le rôle du campus sur le plan du développement communautaire, ses relations avec le Comité communautaire de formation industrielle local, les avantages économiques provenant des activités du campus, sa participation à des initiatives d'amélioration locales et ses services culturels et sociaux.

Bien que le document se garde de faire des recommandations particulières, les auteurs tirent un certain nombre de conclusions à propos des choix stratégiques qui doivent être faits par le campus d'Elliot Lake et le système en général.

L'apport des petits campus au développement communautaire ne peut pas se mesurer uniquement en termes de ce que chaque étudiant apprend. Dans le cadre des régimes de financement, ces campus méritent de recevoir un soutien financier supérieur à celui qui est produit par le nombre d'étudiants inscrits. On reconnaîtrait ainsi les économies d'échelle dont profitent les plus grands collèges et campus, et les obligations qui échoient aux petits campus sur le plan du développement communautaire.

Les petits campus se doivent d'accorder une plus grande place à la représentation des programmes offerts par les campus plus grands, c'est-à-dire d'en faire une spécialisation. Ceci est lié à l'importance que l'on accorde de nos jours aux aptitudes de base et à la formation générale. Il faut, en particulier, prendre des dispositions à long terme pour financer les services d'accès aux programmes extérieurs et prendre des dispositions plus équitables pour la représentation des grands campus.

Les installations des petits campus, ainsi que leur personnel, doivent être considérés comme des ressources communautaires. De plus, les collèges doivent faire participer les membres des collectivités et les employeurs à leurs efforts communautaires.

Enfin, les collèges doivent aider les enseignants à s'adapter au changement, et donc multiplier leurs possibilités de rencontres. On peut organiser des réunions à l'intérieur d'un même campus, où chacun passe tant de temps à préparer et à enseigner de petits cours dans des endroits isolés, surtout dans les petits campus, et permettre également à des enseignants de plusieurs campus de se retrouver. En effet, les auteurs de l'étude sont favorables à la pratique qui consiste à réunir à l'occasion des personnes provenant de plus petits campus satellites afin qu'elles comparent leurs notes et s'aident mutuellement.

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Appendix 13

1. Introduction

Nature of the Study

This case study of the economic and social contribution of a community college takes the Elliot Lake campus of Sault College as its setting.[1] It is prepared for Vision 2000, a review of the mandate of Ontario's Colleges of Applied Arts and Technology being conducted by the Council of Regents of the CAATs for the Minister of Colleges and Universities. Vision 2000 is organized to develop policy recommendations on such major issues as how the college system can sustain its pivotal economic and social role into the next century, how the colleges can better serve and ensure access for all Ontarians, whether a more interdependent educational system would provide students with choices among both clear avenues to success and different ways of learning, and what kinds and degrees of specialization and coordination are best suited to the social, economic and cultural transformation that is taking place around us and that we wish to shape.

Within this ambitious Vision 2000 project there is a vital place for a holistic examination of community colleges in their local environments. This approach provides the opportunity to define the 'economic' more broadly and contextually than is possible with an exclusive reliance on aggregate statistical indicators, such as those derived from the Labour Force Survey. For example, in the context of a smaller community, volunteer work and domestic work are woven into the economy in more evident ways than those found in a large urban context. Links between the social and the economic, and thus between social policy and economic policy, occur everywhere, but can be understood and evaluated more readily in more intimate settings.

Methodologically, case studies are useful specifically because they are not taken to be representative in a statistical sense. Instead, they are illustrative and suggestive of problems and solutions that may have wider application, but that do not show up as clearly in the aggregate or in larger settings. They are in their nature qualitative as well as quantitative.

Our research strategy has consequently been eclectic. Together, we spent a total of seven days in and around Elliot Lake. In the process, we found it important to spend time along the North Shore as well. There were two main reasons for this. First, the Elliot Lake satellite campus itself has satellite operations from time to time in several North Shore communities; and second, College participation in economic diversification initiatives necessarily brings campus staff into contact with individuals from a broad range of North Shore communities.

Our time was largely spent interviewing individuals and attending meetings of community organizations. A list of the individuals and organizations comprises the Appendix to this report. We also collected and examined a considerable amount of relevant documentation on the Campus, the College, the college system, and the community.

Prior to formal submission to Vision 2000, a draft report was discussed by several individuals drawn from the senior academic management of Sault College, from the Campus staff, and from the Elliot Lake community. We regret that the faculty strike of October-November 1989 prevented us from taking up an invitation to discuss the draft report with the College's Board of Governors, but do appreciate the feedback we were able to receive and the assistance so generously given us by the Campus staff, and in particular by the Campus Principal. The final report is of course the responsibility of its authors alone. We must also reiterate that the study was not undertaken primarily to shed light on the particular Elliot Lake situation, but rather to use this situation as a vehicle for offering some observations with more general application.

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[1] The authors of this report are providing this analysis as individuals. There is no implied or necessary connection between the opinions expressed in this report and the positions or policies adopted by the institutions which the authors are affiliated.

Elliot Lake

Elliot Lake is a most viable site for such a case study for several reasons. It is a relatively small (less than 20,000 population) and isolated community, making the impact of the community college campus more evident than it is in more diffuse settings. The economic and social history of Elliot Lake during the last quarter century has been characterized by dramatic cycles of boom and bust in its dominant uranium-mining industry. This has provided the campus with the opportunity to serve in areas ranging from employment growth and training, to unemployment adjustment and the retraining/relocation of miners, to economic diversification, to the supporting of seniors attracted by affordable housing and recreation amenities. The interest of the Campus Principal in the challenges facing all Northern Ontario satellite campuses has recently been demonstrated by his having hosted a conference for representatives from all such satellite campuses.

In demographic terms, Elliot Lake is a relatively young community. A new, younger work force was attracted to the area with the renewal of the uranium-mining industry in the late 1970s and early 1980s. Their recent arrival suggests, however, a readiness to move again, perhaps to another hardrock mining community. Many of the residents of Elliot Lake do not see their permanent future in the town. The prospects of mobility are enhanced by a high level of disposable income that is driven by high miners' wages and reinforced by a tradition of company-supplied housing and services.

On the other hand, there is the older work force remaining from the mining booms of the 1950s and 1960s, and there are the many households whose members provide commercial and community services to what is the sixth largest municipality in Northern Ontario. To these groups has been added a new group of older retirees, recently drawn to Elliot Lake by a program of available, low-cost housing combined with an attractive, recreational life style.[2]

2. Delivery of Academic Services

A Historical Sketch

The Elliot Lake Centre for Continuing Education (CCE) was established in the Pearson era of the 1960s. (Prime Minister L.B. Pearson was the area Member of Parliament throughout his political career.) Drawing on the model of the Banff Centre, the CCE focused on Fine Arts such as ballet and opera, and operated sailing and equestrian programs as well. The Centre organized high-cost, quality programs, but they lacked any academic standing. Seen by some residents as having been scuttled by Sault College, to the profound detriment of the Elliot Lake arts community, the CCE now exists solely as a bank account.

When the CCE sought, about a dozen years ago, to offer courses for credit, Sault College and the Ministry of Colleges and Universities (MCU) became involved. At first, the Centre and the College worked out of the same building in order to keep costs down and to share facilities, but differences developed over credits. The Ministry decided to build a separate campus for the College as a credit-granting institution. The CCE was by this time failing because of a softening economy and cutbacks in Federal funding (Pearson having long since departed the political scene). The Centre may also have run the course of its useful life. When in 1984 the College moved into its new building on the edge of town, it was nonetheless blamed for the demise of the CCE. The College's emphasis shifted to more academic programs, and away from Fine Arts and general interest courses, which were no longer directly funded by the Ministry.

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[2] According to the 1986 Census, 84% of Elliot Lake residents were under 45 years of age, as compared to 69% throughout Ontario and 70% in Canada as a whole. It must be added that since June 1986, several hundred seniors have moved to Elliot Lake.

The traditional $1 million operating grant which had been received by the CCE through Sault College has however been continued, and now forms the base operating budget for the Elliot Lake Campus. The rest of its $4.3 million budget comes from a large FUTURES program funded by the Ministry of Skills Development (MSD) and from direct purchases and contract work. Given inflation, the real value of this $1 million grant from MCU has of course declined over the years. In the early years of the Elliot Lake Campus, it provided to campus officials the opportunity to serve community needs without the pressure of having to mount only the relatively high enrolment courses and programs that would 'pay' for themselves and their share of Campus and College overhead costs. According to one College source, however, this grant now underfunds the College by perhaps $250,000, in comparison with the operating income that would accrue were the standard MCU formula for northern colleges applied.

A result of this special historical circumstances surrounding the Sault College relationship with the CCE, the Elliot Lake funding regime is unique in the province. The College's other satellite operation, the North Algoma Campus, is funded according to the standard formula and its budget is part of the main campus budget.

Current Offerings

The Elliot Lake Campus now offers one full-time, post-secondary program, in Enforcement Services Preparation. It steadily attracts close to 20 students, which is slightly above its nominal capacity. The graduates of this two-semester certificate program have the preparation needed for entry into training programs in a broad range of specific enforcement services. As such, it may be considered an access program.

The Campus also offers a range of other access programs, both at its Elliot Lake location and at various North Shore sites, where resources and facilities are pooled with school boards and Native organizations. The most permanent of these of the FUTURES program, for youth aged 16-24 who seek job preparation skills, and literacy and numeracy upgrading. Beyond the FUTURES program are continuous-entry upgrading programs in English, Mathematics and Science, as well as a substantial number of Continuing Education (CE) courses, frequent computer courses, and less frequent trade courses and entrepreneurial training programs. Aside from the general interest courses offered through CE, all these courses and programs provide enhanced access to education and employment opportunities. In addition to MCU and MSD funding for access programs, there is some direct 'seat purchase' activity using Federal money for specific courses.

While Enforcement Services Preparation was originally offered under the General Arts & Science (GAS) rubric, it now has separate program approval. The Elliot Lake Campus no longer offers any options of GAS, which is a significant, MCU-funded access program. Nor does it offer Ontario Basic Skills (OBS), an access program funded by MSD for adults aged 25 and over. OBS is available both at the College's main campus in Sault Ste. Marie and at its North Algoma Satellite Campus locations at Wawa and Chapleau.

Given the dominant Elliot Lake industry, it may appear surprising that no full-time programs geared specifically to the mining industry are offered at the Elliot Lake Campus. Across the province, however, college and university enrolment in such programs dropped by an estimated 30-50 per cent in the early 1980s, reflecting with some time lag a drop in employment in the industry from 42,000 in 1971 to 26,000 in 1986, and producing a continued over-supply of graduates.[3] At Sault College's main campus, as at Fleming College's Lindsay Campus, student intake for a geology program was recently suspended. At the Elliot Lake Campus, the same fate has befallen the Mill Ventilation Technician option of the Mechanical Engineer diploma program. Mining education is seen to lack focus and direction, with too much competition and not enough collaboration among Ontario's post-secondary institutions. The industry suffers, at least locally, from a negative image associated with accidents, closures and long-term health problems.

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[3] These data are drawn from the Final Report and Recommendations of the (ROSS) Committee on Ontario's Future Mining Education Needs (Ontario Ministry of Northern Development and Mines, April, 1987).

At the same time, economic, policy and technological changes have combined to increase the proportion of mine employees with professional and technical qualifications and to create a demand for short upgrading courses. For example, flatter organizational structures in the industry place a greater premium on management skills; increased safety and health concerns have educational and training implications; and more widespread computer applications create the demand for more training in this field.

While the Elliot Lake mines train their own miners, they do need technical trades, and computer and management training, which is provided from time to time by the Elliot Lake Campus. It does not appear feasible for the Campus to mount a full-scale program for mining technologists or technicians. However, there will be continuing opportunities to deliver generic skills training that is relevant to the mining industry and to the industries that service it, as well as short upgrading courses for individuals already employed in the industry and its service industries.

If rising demand for labour in the mining industry is unlikely to occur, the same cannot be said for the travel and hospitality industries. Tourism is underdeveloped on the North Shore and, with its recent proposal to establish a Hospitality and Cultural Centre, the Elliot Lake Campus has recognized an opportunity to assist in regional economic diversification. If implemented, the proposal would enable the College to offer food preparation and hospitality training, and would entail the creation of a medium-sized convention facility through the renovation of parts of the Elliot Lake Campus building and the construction of a substantial addition on the east side of the building.

Brokering Access

Whatever the fate of the Hospitality and Cultural Centre proposal, like any satellite campus in a relatively isolated and small community, the Elliot Lake Campus will inevitably be limited in the programs it can offer directly to the local community. It is thus particularly important for the Elliot Lake Campus and similar institutions to be able to broker access for individuals in their communities to instruction and credits from the broader educational system. There exists a wide range of needs, including health, arts and leisure, technical, and managerial skills, to be met, but there does not exist a heavy local demand in any one of these areas. While some needs can be met directly by the College, in many other cases the needs must be met by providing access to learning sources that are some distance away.

Sault College has already made arrangements of this latter type with Lake Superior State University in Sault Ste. Marie, Michigan, for advanced business administration and education credits. Ironically, it has proven to be much more difficult to make similar arrangements with other community colleges and universities within Ontario. Under the present system, the College tends to lose on what it brokers. For instance, Cambrian College, based in Sudbury, wants to charge Sault College if it comes into the Elliot Lake area to offer a course. For the Elliot Lake Campus, this appears more like exploitation than partnership. Some sort of cost recovery for local arrangements and administration should be available to the host college when brokering access to another's offering. With these procedures, it would become more feasible for the Elliot Lake Campus to make available Conestoga College's Food Care program, say, or Humber College's Early Childhood Education program, to the advantage of all concerned.

Although collaboration with Contact North, the Ontario Government's teleconferencing and distance education network, is not sufficiently developed, in general the Elliot Lake Campus now searches far and wide for appropriate offerings on behalf of perspective students. For example, mines electricians recently sought to upgrade their electronic skills, but Sault College did not have what they needed. When it was found that the Open College in British Columbia did have the appropriate offerings, the electricians were signed up and an agreement was struck so that their credits would be transferable to Sault College upon successful completion.

3. The Campus and the Community

Difficult Settings and Innovative Solutions

This brief outline of the academic services delivered by the Elliot Lake Campus illustrates several points. Lacking the economies of scale found at larger colleges and campuses, the Elliot Lake Campus has not been able to maintain specialized career programs, even for the town's dominant industry. What it can and does do, with some flare and imagination on behalf of the community in which it is embedded, is to enhance the education and employment access of its students, both by offering access courses and programs, and by brokering access through its academic counselling efforts. Even Enforcement Services Preparation, its most sustained program, is designed to provide access to training for a broad range of occupations.

Because access programs need to be themselves accessible, there is a strong case of continuing and expanding them in communities like Elliot Lake. The case is even stronger in the North Shore communities, where populations range from a few hundred to three or four thousand, and where public transit is at best inadequate. The Elliot Lake Campus has mounted access programs in several such locations — its MSD-funded FUTURES operations in Thessalon and Blind River being the most prominent. Unfortunately, as previously noted, the MSD-funded Ontario Basic Skills program for adults aged 25 and over is completely absent from the entire Elliot Lake/North Shore area.

These North Shore access programs place heavy demands on faculty who must, with little outside support, provide job readiness training, as well as basic and functional literacy and numeracy training, to students whose past experiences with schooling have often been less than satisfactory and whose local employment prospects are often dim. (The official unemployment rate in the area hovers close to 20 per cent, and would be even higher were the Indian Reserves in the area to be systematically included.)

Nonetheless, where the teaching and learning are predominantly of the 'chalk and talk' type, very small operations (one teacher and eight or ten students in rented, 'store front' facilities or facilities made available by a local school board or Native organization) are feasible and should be supported, even if at greater cost per student than is the norm in larger communities. The unacceptable alternative to these very small operations is to deny access programming to many of those whose need is greatest. Special attention must be paid to the professional development, collegiality and curricular support needs of the faculty in these isolated settings, so that 'burnout' can be avoided. The cultural appropriateness of the offerings in Native communities is a particular and on-going professional development concern for non-Native faculty here.

While the emphasis in access programs is properly on generic skills and general education, some programs that provide access to a broad range of education and employment opportunities are nonetheless somewhat specialized, with attendant demands on faculty and equipment alike. It is unrealistic to expect the tax-payers to support the delivery of specialized faculty and equipment to every small community with a few residents who could benefit from more specialized access programs. However, it is also unrealistic to expect potential access students to commute or move to larger centres like Elliot Lake, Sault Ste. Marie or Sudbury, given inadequate public transit and living costs that are perceived to be, and are, particularly high for those who tend to have both low incomes and tenuous links to the educational enterprise.

One noteworthy, innovative solution to this dilemma that has recently been proposed is to establish a Mobile Computer School. A motor home stocked with hardware and software would be driven from community to community all along the North Shore, offering 'short burst' and longer courses in response to identified local needs. For now, a computer lab has been temporarily set up in Blind River, where there is sufficient demand to keep it for a month or so. With so many communities to serve, often for shorter periods, and with security and breakage problems potentially arising from setting up the system in many different locations, the mobile home proposal presents an intriguing solution that merits close consideration.

The East Algoma Community Industrial Training Corporation

The East Algoma Community Industrial Training Corporation (CITC) may cover the largest geographical area of any CITC in the country. Chaired by the Training Manager of the Rio Algom Mine in Elliot Lake, it moved from being an advisory group to being a funding mechanism as a result of a recent Federal policy shift. About 20 per cent of the Federal dollars now spent on training in the area are channelled through the CITC for allocation. While the CITC perceives that the Province still wants all these dollars to go to the College, the CITC is not prepared to do so. It does conduct regular surveys of training needs in East Algoma.

Sault College used to do all the training in the area, but now competes for CITC contracts with local school boards and private firms such as Northern Trainers. The CITC can and does also commission local businesses to deliver the training to their own employees if need be. It did not use the Elliot Lake campus at all throughout 1988 and the first half of 1989.

This shift of emphasis resulted from a number of factors. The Elliot Lake Campus had in previous years been perceived to be paying insufficient attention to the administration and delivery of training, perhaps because of its monopoly position. Moreover, its per diem costs were appreciably higher than those of private trainers ($225.00 as against $66.00 charged by Northern Trainers which, unlike the College, was able to borrow heavy equipment from local equipment suppliers who then wrote off the cost of the equipment). Some College programs (e.g., welding and auto basics) were relocated to the main campus in Sault Ste. Marie, making it impossible for the Elliot Lake Campus to compete in the local market.

With some time lag, the College and the Campus have responded to the new competitive situation by becoming more flexible, for instance in a readiness to use part-time instructors for 'short burst' courses and in the intensified use of community advisory committees to review curriculum design. An important administrative change was the appointment last summer of a single individual to be the sole Campus spokesperson in relation to the CITC. A new, more trusting relationship has apparently been quickly established, and four contracts for courses ranging in length from 45 to 240 hours have been initiated. With the Campus now invited to bid on 15 additional CITC contracts, the near future for Campus-CITC collaboration looks much more secure.

This positive development occurs despite the fact that the CITC and the Campus have quite distinct mandates. CITC activities are now oriented entirely to upgrading the skills of the employed work force, in a narrowly cost-effective fashion for quite immediate, specific results. While the allocation of Federal funds through the CITC is supposed to be a last resort after other Federal and Provincial training programs are tapped, there exists much more need for short-term, often firm-specific training than the CITC can support. It lacks the resources to support longer-term programs,[4] and does not now have the mandate to support the provision of basic skills to new entrants or re-entrants to the employed labour force. The CITC allocates training funds primarily to meet the immediate, non-apprenticeship needs of small business. A current example is the 60-hour upgrade course at the Campus in air conditioning service, to be followed soon by a 240-hour pre-apprenticeship course in the principles of refrigeration and air conditioning. Other recent examples of CITC-supported efforts include the training and placing of six pharmacy aides (Humber College is said to be over-producing graduates in this field, but they decline to move North), and the upgrading of auto mechanics at the mines to deal with new on-board computer systems.

By contrast, the contribution that is made by the Elliot Lake Campus is much wider than that captured by application-specific, or even occupation-specific or enterprise-specific training for individuals. While clearly and properly relevant in unambiguously economic terms, the Campus contribution is better captured by the concept of community development, a concept to which we now turn.

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[4] Within the Canada Employment and Immigration Commission structure, Local Advisory Committees (LACs) have been set up to determine longer-range training needs, but in East Algoma, with a full-time staff, the CITC now does most of what is done in this field. While a LAC-CITC overlap in responsibilities exists, the LAC seems to be relatively dormant.

Community Development

In a community the size of Elliot Lake, a college campus necessarily has an impact that cannot be measured solely in terms of the economic contributions made by its individual graduates. There is of course the contribution of campus operations themselves. In the Elliot Lake case, this means a direct operating budget of $4.3 million, the full-time employment of about 38 individuals and the part-time employment of over 150 individuals. It also means the on-going living expenses of students and, from time to time, capital projects with a direct impact on the town economy.

Much more important, in our view, is the leadership that the Campus can and does provide to community development initiatives. By community development, we mean movement in a direction that combines increased economic viability, social vitality and political efficacy.[5] Economic strength is of course central to community development. We think it must include the entire economy — public as well as private in both of the senses in which this dichotomy is employed. That is to say, it must incorporate not only the 'bottom line' calculations of the private firm's profit and loss but also the public's benefits and costs. Moreover, it must take into account not only the public world of economics and politics, but also the ostensibly more private world of the household and the voluntary agency. For community development genuinely to occur, all the realms must be positively affected, or at least a positive balance must be struck among the effects on all of them. Just as it is not necessarily 'profitable' for a community to allow into its midst a money-making firm that creates a large number of high-paying jobs if that firm also shortens the life expectancy and destroys the leisure pursuits of community members by polluting the environment, so to it may be a false economy for the community to shed public social services in the interests of lower taxes or government deficit reduction without regard for the effects on those, mostly women, who will as a consequence have to pick up the slack through extra domestic or volunteer work. To restate a point made in the Introduction, the 'economic' and the 'social', and thus economic policy and social policy, are inextricably woven together in the community and must be considered together in the context of community development.

Campus Contributions To Community Development

In order to render this discussion more concrete, we now offer a brief listing of some the most important ways in which the staff from the Elliot Lake Campus and the institution itself contribute to the development of their Elliot Lake and North Shore community. The listing may appear uncritically celebratory. While in cases like this we have no objections to celebration, our purpose is to demonstrate something of what would be lost were the evaluation of the Campus contribution to the community to be restricted to 'lean and mean' criteria concerning costs per student contact hour. Such criteria are not irrelevant; our point however is that they do not tell the whole story in Elliot Lake or, we suspect, in others of the smaller, isolated communities in Ontario with community college campuses.

At an exclusively individual level, staff members have been instrumental in the establishment of such ventures as Elliot Lake's cardiac support group, and Phoenix Rising, which is a centre for battered women. Staff members are also organizing a United Way for Elliot Lake and the North Shore, and participate in other community activities ranging from coaching and officiating in the sports world to membership on the local airport advisory committee.

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[5] Our approach is informed above all by the writings of Alexander Lockhart of Trent University. For an introduction to his work see "Community-Based Development and Conventional Economics in the Canadian North," in Edward M. Bennett (ed.), Social Intervention: Theory and Practice, (lewiston and Queenston: Edwin Mellen Press, 1987).

At a somewhat more official level, the Campus is embedded in its community through everything from the Santa Claus Parade to public access to its library to the provision of a Science North summer camp site for pre-teen children. Both Elliot Lake's Women's Business Centre, which assists women establishing small businesses, and its Retirement Living Program, which offers meals on wheels, telephone reassurance, minor home maintenance, and similar services for seniors, operated initially from Campus facilities and with Campus administrative support.

At a level closer still to the official mandate of the Campus, its initiative and energy have been vital to the establishment of the North Channel Literacy Council, an association bringing together the school boards, the mines, the Steelworkers' union, various government agencies, FUTURES and the College itself to promote and coordinate literacy initiatives. The same can be said of TEAPOT, The East Algoma Partners in Occupational Training, which unites the College with the Women's Business Centre, the East Algoma Small Business Development Corporation, the CITC, FUTURES, the Canada Employment Centre, and Social and Family Services; and even of the East Algoma Community Industrial Training Corporation.

However significant in community development terms, these activities by individual staff members and by the Campus are recognized barely, if at all, by authorities outside the Campus. In some cases, as with the North Channel Literacy Council, a long-term benefit to the Campus may be foreseen, while in others, such as the Retirement Living Program, there is partial cost recovery of administrative expenses, but the Campus by and large lacks support, funding and legitimation for these community development activities.

The same could be said about the wide range of community involvements of the Campus Principal, who chairs the Economic Diversification Committee of the Elliot Lake Town Council, and is an active director of, for example, East Algoma Community Initiatives Inc., which provides limited funding for small development projects in Elliot Lake and along the North Shore; of the District of Algoma committee of the Trillium Foundation's Northern Regional Grants Program; and of the Elliot Lake Chamber of Commerce. He has just been elected a Trustee of the North Shore Roman Catholic Separate School Board. While these are not the sorts of activity to be represented on his official job description, except in the most general way, they do indicate something of the sort of important contribution to community development that is made by this individual and, we are confident, by those in positions like his at many other small campuses in small communities, despite their being difficult to measure, to account for, and to evaluate.

We have found appreciation of the Elliot Lake Campus contributions to community development to be widespread within the community. As is the case throughout the North, the Elliot Lake/North Shore area seeks secondary industry to offset the cycles in the resource sector. Without a vibrant Campus, the task of attracting new industry is made much more difficult. Not only is the education and training of current and future employees at issue for those deciding on industrial locations, but so also are the amenities offered by a college to the decision-makers personally, should they be deciding whether to live themselves in the North.

Post-secondary institutions are themselves to a certain extent counter-cyclical and thus particularly important to communities dominated by single resource industries. When unemployment is low, people take advantage of the job opportunities to earn income while they can. When unemployment is high, they turn to upgrading activities that will improve their job prospects. This pattern makes sense for the economy and society as a whole, as well as for the individuals concerned.

The colleges are prime suppliers of resources for economic diversification in the North, unlike the situation in Southern Ontario, where separate agencies are more likely to be involved. In small, more isolated communities, the colleges and their staff are much more directly integrated into the local institutions of economic development than is the case in larger urban settings. For example, because of the tradition of dependency on the mines and on mine management, there is an underdevelopment of strategic planning expertise in local community organizations, a situation eased by the active participation of Campus personnel in community strategic planning initiatives, and by the courses the Campus offers in this field. To present another example, the North Shore Tribal Council is arranging to purchase a quite new but unused office building in Blind River as a business incubator. In recognition of the value of this venture, the Campus has committed itself to becoming a tenant in the building, and may also become a partner in the business incubator.

The Provision of Social and Cultural Services

As already indicated, community development embraces social and political concerns as well as economic ones. There is an expectation in Northern communities that the college will supply social services, given the relative absence of a social service infrastructure supplied by local municipal or provincial agencies. This is even more evidently the case in a community like Dubbreville than in Elliot Lake. In Wawa, for instance, the satellite campus actually delivers, under contract, basic social services for the handicapped and mentally retarded that are normally delivered by the provincial government through COMSOC.

In Elliot Lake, while the Campus has been instrumental in getting social services going, the provision of these services has often quite properly moved off campus once firmly established. Such has been the case with the Women's Business Centre (an economic at least as much as social service, to reinforce our earlier point), and the Retirement Living Program (which of course also has important economic implications). This pattern will presumably be repeated with the United Way and with other social services in the future. The appropriate, and crucial, role for the Elliot Lake Campus is that of facilitator, catalyst and initiator, not permanent provider throughout the social services field.

Because of its physical facilities, of course, the Campus is in some instances the best suited location for specific social and cultural services. The provision of meeting rooms to non-profit organizations at no charge and to profit organizations at a nominal charge is a welcome Elliot Lake Campus practice. So too, given the absence of a YM/YWCA or like facility in town, was the making available of Campus facilities for the Science North camp last summer. Finally, the general interest courses put on by the Campus help make it a social institution in the community, and can have an influence on community thinking about social services.

As mentioned previously, the Elliot Lake Campus emerged in large part out of the Fine Arts tradition of the Elliot Lake Centre for Continuing Education. While the Campus now has a different emphasis, it still contributes in a small way to the arts community by assisting the Elliot Lake Arts Council with advertising and administrative expenses, by mounting last year a Self-Sufficient Artist program on legal and business issues tailored to the needs of artists, and by purchasing local art for the Campus collection.

4. Strategic Choices

It is our hope that the preceding presentation of academic services and community contributions offered by the Elliot Lake Campus will be useful in and of itself to those with an interest in college education policy, whether directly linked to the college system or not. In this final section, we address some key areas where there are strategic choices to be made. Neither the Elliot Lake Campus, nor Sault College, nor the college system more generally can move successfully in all directions at once, and strategy concerns the making of informed choices about the best directions in which to move. Framed by our study of Elliot Lake, we now conclude with observations on some key terrains on which strategic choices need to be made and reinforced, both in the particular situation of this Campus and more generally.

Funding Regimes

Demographic, economic and social changes have meant an increasing diversity to the students attracted to community colleges throughout the province. The concept of lifelong learning is properly in vogue, and is responsible for the spreading recognition both that the MCU funding bias against part-time studies should be eliminated and that colleges must be more 'entrepreneurial' in order to attract students who less often come directly to college from secondary school. Alongside the efforts to reform and refine funding regimes to take account of these new realities, we would urge the retention of an enduring lesson from the Elliot Lake Campus but with application wherever there exist small campuses in relatively small and isolated communities. Their contributions to community development cannot accurately be measured in terms that consider only the individual student, whether full-time or part-time. The staff of small colleges know well that they must hustle persistently to remain afloat. As an element in their funding regimes, it is our view that they merit support over and above that generated by individual student numbers, in recognition not just of the economies of scale enjoyed by larger colleges and campuses but also of the community development obligations these small campuses carry. The traditional $1 million grant to the Elliot Lake Campus, while unique, an alternative to student-based funding, and perhaps disproportionate to the initial need, is still worth bearing in mind in terms of the scope it provided to the Elliot Lake Campus some years ago.

Specialization

While its collaboration with the local CITC has happily been revived in recent months, with several very specific courses in process or in the offing as a result, the Elliot Lake Campus has not been able to sustain extended and specialized career programs. True, its Hospitality and Cultural Centre proposal, and another proposal to build on Enforcement Services Preparation with a fire-fighters program, may take flight, but the core activities of the Campus are broadly in the access area. This includes both access programs per se and the brokering of access opportunities. These need not become the exclusive focus of this or similar campuses. Historical circumstances, links to specific industries, the availability of cheap housing (a particularly salient factor in Elliot Lake) may all play a part in the establishment of secure, specialized, extensive career programs. In our view, however, for most small campuses, access activities must be central. Indeed, they must be the area of specialization.

These activities should thus not be treated as marginal to what the colleges are about. Specifically, longer-term arrangements for funding access programs, and more equitable arrangements for access brokerage, need to be established.

Specializing in access programs is compatible with an emphasis on generic skills and on general education. Some Chamber of Commerce and CITC representatives emphasized with us the importance of entry-level skills for specific jobs and very immediate firm-specific training. While others with whom we spoke stressed generic skills, the message surprisingly was not as consistent as that emanating from Southern Ontario in support of a generic skills emphasis. If the Elliot Lake economy is to diversify into more sophisticated industrial sectors, including service sectors, then it will need a flexible work force with strong fundamental and generic skills, and with the capacity to learn quickly. As well, the cycles of the resource economy, uncertainty about long-term uranium contracts, and the mobility of the mining work force all mean that individuals and the community itself are best served by encouraging and training for high-quality, portable skills.

Individual and Community Development

The programs delivered to individual students, and specifically the access provided them to better education and employment opportunities, are obviously paramount in a student-centred institution like a college strives to be. It is important to keep in mind however the kinds of contribution to community as distinct from individual development that we have treated here at some length. To best serve current and potential students, and their communities, the outreach activities of a small campus cannot be limited to marketing endeavours. They should be community-based as well as market-related, and the financial and career reward structures of the colleges should recognize the importance of both of these distinct approaches. Just as community development embraces the social and the political as well as the economic, and interprets the economy broadly, so should college outreach efforts involve community members other than employers, although of course not to the exclusion of employers. Small campus facilities, as well as staff, should be seen as a community resource and not just the domain of full-time students and college staff.

Ad Hoc Responses and Stable Practices

In a period of rapidly accelerating economic change, bringing in its wake profound and rapid changes in other related areas, it is futile to harken back to some golden age of permanence, in the college system or elsewhere. At the same time, the ways in which changes now batter those responsible for college decision-making do not appear very productive. They may give the appearance of a 'lean and mean,' management-by-objectives approach, but the effect is often to promote ad hoc responses by harried staff who lack the time and information to assess the impact of new procedures, new funding opportunities, new pedagogical approaches, and the like, on themselves, their colleagues, their students, and their communities. Change is inevitable, and the source of much growth and improvement, but change for the sake of change can be harmful.

In order to help college staff cope with change, they should have enhanced opportunities to share their experiences with each other. This applies within a campus setting, where individuals spend so much time organizing and teaching discrete short courses in isolated locations, especially on small campuses, but it also applies between campuses. In this latter connection, a specific initiative that warrants support in our view is the practice of bringing together, from time to time, individuals from smaller, satellite campuses to share notes and provide each other with support. The Campus Principal at Elliot Lake organized one such gathering with his opposite numbers across Northern Ontario, and we understand that a similar gathering in Southern Ontario has also taken place. To take another example, MSD occasionally organizes regional meetings for OBS faculty and other staff. These initiatives, and others that facilitate communication within and across campuses, should be encouraged, and should be organized with sufficient advance notice that they do not themselves become part of the problem.

Appendix

Interviews

Betty Ann Brandsgard,
Elliot Lake Public Library

Pâquerette Cameron,
Contact North

Gil Contant,
Administrator, Huron Lodge

Gail Ann Emmerson,
Columnist, The Tabloyd

Jacquie Glazier,
Consultant,
Senior's Campus Project

D'Arcy Halligan,
Elliot Lake Economic Development Officer

Fern Houle,
Principal,
Villa Française des Jeunes (école secondaire)

Dave Marshall,
Training Consultant,
Ontario Skills Development Office

Joan Montegani,
Elliot Lake Women's Business Centre

Ed Reddy,
Co-ordinator, East Algoma Community Industrial Training Corporation

John Simone,
United Steelworkers of America

Linda Wilkins,
Editor, The Standard

Jim Buchanan,
Public Relations, Rio Algom Mines

Earl Commanda,
Chief, Serpent River Band,
Board of Governors, Sault College

P. Ronald Doyle,
President, Sault College

Debbie Forget,
Elliot Lake Chamber of Commerce

Rhona Guertin,
Training Consultant,
Ontario Skills Development Office

Art Healey ,
Training Manager, Rio Algoma Mines
Chair, East Algoma Community Industrial Training Corporation,
Chair, Elliot Lake Campus Advisory Council

Jack Lisk,
Principal,
Elliot Lake Secondary School

Dave Mellor,
United Steelworkers of America

Marie Murphy-Foran,
Retirement Living Program

Laurraine Rekinans,
Reporter, The Standard

Bill Stewart,
Educational Consultant

Meetings Attended

1. Elliot Lake Economic Development Committee, July 10, 1989. Members and Resource Persons Present:

Mike Delfre,
(Chair),
Principal, Elliot Lake Campus

D'Arcy Halligan,
(Economic Development Officer),
Economic Development Committee

Wayne Berg,
Manager,
CKNR Radio

Ernie Massicotte,
Town Councillor,
Elementary School Teacher

Peter Merritt,
Ministry of Northern Development and Mines

Bob Sjonnesen,
(Vice-Chair),
Tea Green Distributors

Carmen McCallum,
(Secretary),
Economic Development Committee

Claire Dimock,
Vice-President,
Housing and Community Relations, Denison Mines

Carla McDowell,
Ministry of Northern Development and Mines

Ralph Primeau,
Town Councillor, and
Personnel Department,
Rio Algom Mines

2. East Algoma Community Initiatives Inc., Iron Bridge, July 11, 1989. Members Present:

Vyrn Peterson,
(Chair),
Peterson Welding, Blind River

Mike Delfre,
Principal,
Elliot Lake Campus

Rick Gadde,
Operations Planning Manager,
Algoma District Social and Family Services

Brent Rankin,
Mayor, Thessalon

Craege McQuarrie,
(Executive Director),
East Algoma Community Initiatives, Inc.

Gloria Fischer,
Reeve,
Richart Landing

Ernie Massicotte,
Town Councillor,
Elliot Lake

Abe Shamas,
A.J. Bus Lines, Blind River

3. Elliot Lake Campus Staff, July 14, 1989. A meeting with about 20 of the Campus Staff.

Additional Perspectives on the College System

Background Papers

Craig McFadyen and
Robert Alexander Marshall

Models for Increased Private Sector Financing of Training and Labour Market Development

Vision 2000

Models for Increased Private Sector Financing of Training and Labour Market Development

Summary

The accelerating pace of economic change and adjustment, an aging labour force, and the diminishing ability of Canadian jurisdictions to fill skilled labour requirements through immigration policy all point to the timeliness of a more active and comprehensive labour market policy in this country. In the context of fiscal restraint at the federal level of government and a finite capacity for expenditure growth at the provincial level, it is imperative that governments in Canada begin to examine more carefully alternative models for financing skills training and re-training. Insofar as employers are one of the primary beneficiaries of a skilled labour force, there are compelling reasons why they should help finance training and adjustment policies. However, the record of employer sponsored training in Canada is meagre relative to that of employers in other countries.

This background paper examines issues related to the problem of employer sponsored training in Canada and, more specifically, Ontario. The first part of the paper reviews the record of, and problems associated with employer sponsored training in Ontario. The second part of the paper explores models for increased employer financed training using both Canadian and international experiences as referents. These models include levy/grant, paid educational leave, sectoral initiatives and registered educational leave savings plans. The models are then assessed in terms of coerciveness/voluntarism, coverage, efficiency, control over training, and financing. The analysis concludes that the choice of model depends upon the ultimate objectives of training policy, especially with respect to the control over the direction of training. An extensive appendix is included outlining the experiences of four western European countries with variants of tax-based models (levy/grant and paid educational leave).

Modèles favorisant une participation accrue du secteur privé au financement du marché de la main-d'oeuvre et de l'apprentissage

Sommaire

Les ajustements et les changements économiques se succèdent à un rythme accéléré, la main-d'oeuvre vieillit et les divers territoires de compétence au Canada ne parviennent plus à combler les besoins de main-d'oeuvre qualifiée au moyen de la politique d'immigration : tout concorde vers l'urgence de l'élaboration d'une politique plus active et exhaustive en matière de main-d'oeuvre. En raison des restrictions budgétaires qui sévissent au niveau du gouvernement fédéral et de la capacité limitée d'accroissement des dépenses au niveau provincial, il est impérieux que les paliers de gouvernement canadiens commencent à envisager plus sérieusement des solutions de rechange pour financer la formation et le recyclage des travailleurs. Dans la mesure où les employeurs sont les premiers à bénéficier d'une main-d'oeuvre qualifiée, il serait normal qu'ils contribuent au financement de politiques de formation et de reconversion. Cependant, force nous est de constater qu'à cet égard les employeurs canadiens se montrent beaucoup moins généreux que leurs confrères d'autres pays.

Ce document aborde le problème des cours de formation parrainés par l'employeur, au Canada et, plus particulièrement, en Ontario. Dans la première partie, nous passons en revue les programmes de formation financés par l'employeur en Ontario, ainsi que les problèmes qui leur sont associés. Dans la seconde partie, nous explorons des modèles favorisant une participation accrue de l'employeur au financement de la formation, et ce, en prenant comme exemples diverses expériences au Canada et à l'étranger. Nous abordons notamment l'imposition ou subvention, le congé éducatif payé, les initiatives sectorielles et les régimes enregistrés d'épargne-congé dans l'enseignement. Nous évaluons ensuite les différents modèles selon les critères suivants : coercition/volontariat, champ d'application, efficacité, droit de regard sur la formation, de même que financement. Après analyse, nous arrivons à la conclusion que le choix d'un modèle dépend des buts finaux visés par la politique de formation, surtout en ce qui a trait au droit de regard sur la direction de la formation. Une annexe exhaustive décrit les expériences de quatre pays d'Europe occidentale ayant mis à l'épreuve quelques variantes de modèles reposant sur l'imposition (imposition ou subvention et congé éducatif payé).

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1. Introduction

The lack of a generalized private sector commitment to skills training and labour market development in Canada and, more specifically, Ontario is a common lament in labour market policy circles. Canadian industry has one of the poorest records in this regard among western industrialized nations, while public expenditures on education and labour market policy are among the highest.[1] However, frequently the case is made that, in order to remain competitive in the emerging global economy, the business sector in Canada and, hence, Ontario is going to have to devote more resources to labour force development.[2] Yet it is not clear how this goal might be achieved.

The intention of this paper is to explore models of private sector financing of labour force development in Ontario. The paper will begin with a brief description of the problem with employer sponsored training (EST) in Ontario.[3] We will then explore proposals for the financing of labour force development that have been recommended by various federal and provincial agencies, task forces, commissions and advisory councils. The models to be examined are: (a) levy/grant or tax based proposals; (b) paid educational leave; (c) sectoral initiatives; and (d) registered educational leave savings plans. Where appropriate, this will include a brief discussion of the arrangements that currently exist in Ontario, Canada and other jurisdictions. The final section of the paper will attempt to assess the utility of each of the models for labour market development in Ontario.

2. The Problem(s) with Employer Sponsored Training in Ontario

(a) The Logic of Employer Sponsored Training

The under-investment in training by employers is one of several factors that combine to create a disequilibrium between the skills required and those available in the labour market. Employers in competitive industries tend to invest sub-optimally in training because 'human capital,' unlike fixed capital, is mobile and, moreover, cannot be used as collateral or equity against other investments. Freedom of contract and the relative mobility of labour creates what may be described as a 'free rider' problem in employer training. That is, to the extent that other employers can be expected to provide training, and to the extent that trained employees can be induced to leave the firm that trained them, there is a disincentive for employers to invest in training as long as the cost of 'poaching' trained workers is lower than the cost of providing training. But if all employers in competitive labour markets perceive their 'pay-off matrix' in the same way (in accordance with rational utility maximizing behaviour), the aggregate result will be an under-supply of skilled labour. As Wolfgang Streeck notes, "The important point is that to arrive at this prediction, one does not have to assume that employers fail to recognize the importance of skills, or that they are not acting rationally. The point, rather, is that economic objectives, rational as they may be, often cannot be achieved by rational means alone, and that actors that are too rational and interest-conscious may well thereby 'outsmart themselves.'"[4] For this reason skills training is frequently thought of as a collective or 'public' good.

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[1] OECD, Employment Outlook, 1988. (Paris: OECD), 1988.

[2] See, for example, Advisory Council on Adjustment, Adjusting to Win: Report of the Advisory Council on Adjustment, (Ottawa: Supply and Services Canada), 1989.

[3] This section has been adapted from Craig McFadyen, Jim Hsu and Herb Young, "Employer Sponsored Training. Mini Project #22" contained in "The College System — An Empirical Snapshot," in Some Empirical Features of the College System, (Toronto: Vision 2000, 1990). The issue of what exactly constitutes employer sponsorship should be briefly addressed at the outset. Sometimes, employer sponsorship is used to mean simple involvement in the training process with no direct financial commitment. This is how the term is frequently used in the parlance of both federal and provincial governments. In this paper, we define employer sponsored training as skills upgrading, education or training **paid for by employers**. In other words, we use **source of financing as the criterion** for establishing employer sponsored training. This definition does not correspond to other definitions used by the Ontario government. The Ministry of Colleges and Universities' OCIS financial system, for example, has a line item labelled "Employer Sponsored Training" in the colleges, but this category of training is financed almost entirely by federal and provincial governments.

(b) Employers' Attitudes Towards Training: How Perception Shapes Reality

Proposals advocating greater private sector funding for training receive mixed reviews from employers. On the one hand, smaller firms tend to be contemptuous toward such schemes. Indeed, the Canadian Federation of Independent Business has been quite vocal in its opposition to the concept of levy/grant.[5] In the course of its consultations with employers, Vision 2000's Study Team 2 also encountered considerable, although by no means universal, negative sentiment when the issue of levy/grant was raised.[6] The Canadian Manufacturers' Association, on the other hand, found that 52% of its membership responding agreed that levy/grant was a good solution to the problem of insufficient training, while only 41% disagreed.[7] The Deputy Minister of Employment and Immigration Canada has, in the meantime, given assurances to the business community that levy/grant is not on the agenda, at least in the near term.[8]

In his study produced for the Ministry of Colleges and Universities, Barriers to Employer Sponsored Training in Ontario, Edward B. Harvey found that "(v)ery different attitudes prevailed in firms without training compared to firms with training with respect to a number of potential financial or structural barriers to employer sponsored training. For example, 71% of firms without training view a loss of return on investment as a deterrent to becoming involved in employer sponsored training. Conversely, 69% of firms with training regard return on investment as a positive reason for becoming involved in such training...In sum, it would appear that actual involvement in employer sponsored training serves to dispel many of the concerns that employers have about such training."[9] The study also found that firms that already train are more likely to see training (both on-the-job and in the classroom, both job specific and portable skills training) as the responsibility of the employer, rather than the responsibility of government.[10] Moreover, firms that train report very low rates of attrition, far lower than those anticipated by firms that do not train, and "generally experience a greater degree of control with respect to their skilled labour requirements."[11] Furthermore, it is among non-training firms that the fear of 'poaching' is highest. In other words, this study suggests that the free-rider problem is largely a problem of perception, and that this perception, in the fashion of a self-fulfilling prophecy, then shapes reality.

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[4] Wolfgang Streeck, "Skills and the Limits of Neo-Liberalism: the Enterprise of the Future as a Place of Learning," in Work, Employment & Society, Vol. 3, No. 1, p. 94. In formalizing the logic of skills training as a collective good, however, Streeck points out that several empirically derived qualifications should be made to this line of reasoning. "For example, a firm may have a monopoly in its local labour market so that it can in practice expect to keep its skilled workers for a sufficiently long time to recover the costs of training. Or high-skill firms, since they operate in more lucrative product markets, may be able to pay higher wages than their labour market competitors, and thereby bind their workers to their present place of employment. Internal labour markets may evolve, as they so forcefully do in many countries today, where a benevolent long-term manpower and human resource management converges with highly firm-specific, idiosyncratic skill demands to keep workers from moving across firm boundaries." Nonetheless, Streeck maintains that "there is evidence to the effect that voluntary investment in training, as guided by the imperatives of market rationality, will produce high skills only in exceptional cases, and even in these the result will likely be suboptimal. If training is left to the market, there will not be no training, and there will also be high-quality training, but the latter will be limited to isolated 'islands of excellence,' and differences between firms will be enormous." (p. 94)

[5] See Leon Muszinski, "The Politics of Labour Market Policy," in The Politics of Economic Policy, Background Studies for the Royal Commission on the Economy and Development Prospects for Canada, Bruce Doern, Research Coordinator, Volume 40, (Toronto: University of Toronto Press), 1985.

[6] See Audrey Gill, "Role of the Colleges in the Changing Economy. Report on Consultations," in Colleges and the Changing Economy, (Toronto: Vision 2000), 1989.

[7] Canadian Manufacturers' Association, Issues Survey, 1989 (unpublished data).

[8] Arthur Kroeger, Deputy Minister EIC, "Labour Force Development: the Private Sector Role," a speech given to the Canadian Manufacturers' Association, Halifax, Nova Scotia, June 14, 1989. p. 14.

[9] Edward B. Harvey, Barriers to Employer Sponsored Training in Ontario. (Toronto: Ontario Institute for Studies in Education), 1979. p. 4.

[10] ibid. pp. 4-6.

[11] ibid. pp. 7-8.

This finding is corroborated by a more recent study conducted by the Ontario Ministry of Skills Development based on personal interviews. With respect to factors which inhibit firms from investing in training, MSD reports that, "contrary to conventional wisdom, the risk of losing trained employees to other firms was not a major influence; it was mentioned by only 7 percent of the 100 firms interviewed ... Over one-half identified expenditures for formal training as being too prohibitive to expand activities, and one-quarter of the firms interviewed mentioned downtime for training as an inhibiting factor."[12] Other surveys provide additional reasons cited by employers for not doing more training.[13] These include lack of training expertise and the sense that concern for developing a 'training culture' in a company might distract from the firm's focus on production and the actual 'bottom line' objectives of the organization. In addition, employers' responses and comments suggest that they have acclimatized themselves to the system of public provision of education and training that has become institutionalized in Ontario.

In sum, it would seem that there are a number of overlapping and related reasons that help to explain why employers do not engage in training. The fear of poaching by competitors, the prohibitive cost of training, the production downtime associated with training, the lack of training expertise, and custom all appear to contribute to relatively low levels of employer sponsored training in Ontario.

(c) Trends In Employer Sponsored Training: The Training Decision

From the available survey data for Ontario it is clear that EST is a function of firm size and it also appears as though the volume of employer sponsored training has been increasing in the province over the last decade. Harvey's survey for MCU, undertaken in 1979, found that 61% of his sample (in which larger firms were somewhat over-represented) reported that they were involved in formal training.[14] This survey also reported that the environment for employer sponsored training, as it related to the skilled trades, was better in 1980 than it had been in the decade before. A survey conducted in 1984 by the Ontario Manpower Commission (OMC) found that approximately 27% of all Ontario employers sponsored formal training programs and that "(t)he incidence increases with the size of establishment, from a low of 24 per cent for the smallest establishments (those with fewer than 20 employees) to a high of 88 per cent for the largest (those with 200 or more employees)."[15] From these figures the OMC estimated that "about 13 per cent of all full-time permanent employees participate in general skill training programs and about 11 per cent in qualifying or upgrading training programs," but "only 2.7 per cent of all employees received formal qualifying or upgrading training that lasted two weeks or more."[16] In 1987, 91% of the firms MSD interviewed claimed to feel that it was necessary to provide formal training.[17] Two-thirds of firms interviewed said that they expected to meet current and projected skills shortages by upgrading existing employees or training new hires.[18] The 1987 MSD mail survey of small and medium sized firms (reported in the same volume) found that the percentage of medium-sized firms engaged in formal training increased from 52.1% in 1984 (at the time of the OMC study) to 60.8% in 1987.[19]

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[12] Ontario Ministry of Skills Development, The Training Decision: Training in the Private Sector. (Toronto: MSD), April 1989. p. 9.

[13] See, for example, Gill, op. cit.

[14] Harvey, op. cit., p. 23. Note, this survey used 'purposive,' not probability, sampling techniques. As a result, large firms are over-represented as a proportion of all employers in Ontario, although not so over-represented in terms of employment. Because large firms provide more training than smaller firms, this surveys' finding that 61% of its sample was involved in formal training appears higher than the 27% found for all firms in the later OMC study. It should also be emphasized that what is being measured here is 'formal' training. The CFIB has pointed out that to the extent that such surveys fail to take into account 'informal' training, they do not adequately reflect the amount of training that smaller firms actually provide.

[15] Ontario Manpower Commission, Training in Industry: a Survey of Employer-Sponsored Programs in Ontario. (Toronto: OMC), April 1986. p. 2.

[16] ibid. p. 2.

[17] MSD, op. cit., p. 5. In this study, MSD did a two-part survey: one part was comprised of 100 in-depth interviews with Ontario firms which were engaged in formal training programs in 1987, and the second part was a mail survey of a sample of all firms in Ontario.

The MSD and OMC surveys suggest that the propensity to undertake formal training appears to be a function of firm size rather than industrial sector. The MSD survey further revealed that the provision and delivery of training in firms of all sizes tended to be piecemeal, unplanned, uncoordinated and not explicitly budgeted. This study also found that opportunities for EST tend to focus on certain occupations within firms (management, followed by sales staff, customer service employees, production workers, skilled labour and clerical staff); they tend to be of short duration (65% of employer sponsored training is of 2 weeks duration or less); and, they tend to be geared to the workplace orientation needs (including job specific training) of new hires.[20] The report contends that the increase in employer sponsored training in recent years is primarily a function of factors external to the firm (economic growth) and not internal factors (for example, the development of a 'training culture' within firms). This is significant given the thrust of many recent government initiatives which have attempted to cultivate a training ethos amongst employers.

(d) Comparisons with Other Jurisdictions

According to the only available national survey providing regional breakdowns, within Canada, Ontario employers (firms employing 20 or more persons) are slightly above average in terms of the amount of training they sponsor.[21] According to this survey, 61.7% of all the firms that responded across Canada reported to have done some training in the last year (1979). The figure for the Ontario sub-sample of employers was 67.5%. In the Western provinces 72.7% of firms reported having done some training in the last year, while in the Maritimes and Quebec, the figures were 60.0% and 43.0% respectively. In the same survey, 22.5% of Ontario employers reported to have engaged in longer duration training (programs lasting at least one year). This was slightly above the Canadian average of 20.3%. This finding is particularly relevant to the college system which is a primary provider of this sort of longer term training. At 22.2%, employers in the Atlantic region did very close to the same amount of longer term training as their counterparts in Ontario. By comparison, only 6.7% of Quebec employers claimed to have engaged in long term training, while 30.3% of employers in the Western provinces claimed to have provided such training. This survey also found that this same regional pattern of EST repeated itself in the realm of apprenticeship training. Among Ontario employers, 17.3% reported having apprenticeship programs, compared to the Canadian average of 15.7%, 24.2% in the West, 17.8% in the Atlantic region, and only 4.4% in Quebec.[22]

As noted above, employers in Canada have become habituated to publicly funded institutional training. In comparison with other advanced industrialized countries, EST in Canada is well below the average.[23] Some of these other countries (e.g., Japan and West Germany) have developed extensive networks of training in industry and apprenticeship systems instead of publicly funded institutional training. It would be unfair, therefore, to draw strict comparisons between Canada and these countries along this dimension. However, countries with training traditions and systems similar to Canada's own do provide some basis for comparison. The United States is, perhaps, the most appropriate country for such a comparison.[24] The comparative data we were able to track down suggests that U.S. firms spend far more than Canadian firms do on employee training. In 1987, expenditures by the private sector on formal training in Canada were approximately $1.5 billion (about $100 Cdn. per employee), while in the U.S. they were approximately $80 billion (over $500 U.S. per employee).[25]

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[18] ibid. p. 20.

[19] ibid. p. 21.

[20] ibid. chapter 3. These findings are corroborated by a study on EST in Quebec done for the Skill Development Leave Task Force. See Pierre Paquet, Employer-Employee Interests in Job Training, Background Paper 25 for the Skill Development Leave Task Force, (Ottawa: Minister of Supply and Services), 1983.

[21] See Betcherman, op. cit. p. 50. Betcherman notes that the ECC Human Resources Survey "uses a wide definition of training that encompasses informal as well as formal activity" (but not including workplace orientation and occupational health and safety training), and that, "it is quite probable that the methodology employed results in an overstatement of the incidence of private sector training." (p. 49).

[22] ibid. p. 57. In an attempt to explain the Quebec anomaly, Pierre Pacquet found that, while there may be less EST in Quebec than in Ontario and the rest of Canada, EST in Quebec shares the same characteristics as it does in other jurisdictions; i.e., short burst, job specific, and tends to be directly related to the firm's immediate need to adapt the worker to the job in order to increase labour force productivity. See Employer-Employee Interests in Job Training, Background Paper 25 for the Skill Development Leave Task Force, (Ottawa: Employment and Immigration Canada), 1983.

This section has explored some of the reasons for the relatively low level of investment in training by employers in Ontario and Canada. It was noted that there are reasons to believe that market outcomes will tend to be sub-optimal and that training may be classified a 'public good.' Studies of employers' attitudes towards training in Canada have also revealed that the more that employers are exposed to and engage in training, the more favourably they are disposed to it and the more likely they are to expand their training activities. Moreover it is clear that the propensity to train is a function of firm size and not necessarily of industrial sector, so that larger firms are more likely to train than smaller firms. Finally it was found that employers in Ontario tend to train at a rate that is slightly above the Canadian average, but that the Canadian average was itself well below levels in other jurisdictions — notably the United States, where such comparisons are both most valid and most relevant. Having thus identified and defined the problem the next section of this paper will review models for increasing employer financed training.

3. Models for Financing Labour Market Development

(a) Levy/Grant

Levy/grant is a tax based instrument for the financing of skills training. The general idea is to raise revenues for skills training through a payroll tax rather than out of general tax revenues. In this way, the firms that benefit from training also pay part of the cost for that training. For employers that engage in approved forms of training, the levy could be reduced or grants covering training costs could be made available out of the revenues raised through the payroll tax. The Task Force on Labour Market Development has written:

> The primary objective of a levy/grant system is usually to increase the total level of investment in ... training. The levy/grant mechanism seeks to do this by removing all or part of the costs of this training from individual employers and having the costs instead borne by employers collectively.

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[23] For international comparisons see OECD, Science and Technology Policy Outlook, 1988.

[24] A recent study by the MIT Commission on Industrial Productivity classifies countries as pattern A or pattern B countries in terms of training tradition. In the first group, "formal educational institutions provide most of the specialized skills that are used in work, and on-the-job training provides little beyond quick task-related instruction," while pattern B countries rely heavily upon on-the-job training in order to develop general as well as specialized skills (p. 83). Canada and the U.S. are considered pattern A countries. See Michael L. Dertouzos, Richard K. Lester, Robert M. Solow, Made in America: Regaining the Productive Edge, The MIT Commission on Industrial Productivity, (Cambridge: MIT Press), 1989. The U.S. closely approximates Canada along other dimensions that make comparisons between these two countries more appropriate than between Canada and other 'pattern A' countries, such as Sweden and Britain. One such reason stems from the fact that both the U.S. and Canada are federally constituted nations — responsibility for education is assigned to local, state and provincial governments, while the federal governments have assumed jurisdiction over employment and training. A perhaps more compelling reason, however, is that Canada and the United States are major trading partners as well as competitors, or potential competitors, in many sectors of the global economy. Given the similarities along so many other dimensions, EST is likely to be a key determinant in establishing comparative advantage. See Robert Reich, "Beyond Free Trade," in Foreign Affairs, Spring 1983, p. 782.

[25] Report of the Advisory Council on Adjustment. op. cit. p. 42. It should be noted, however, that such data are merely indicative and should not be construed as providing exacting or accurate comparisons.

> This mechanism operates through the imposition of a levy on firms employing transferable skills and redistributing of funds through grants to those employers who undertake training.[26]

A levy/grant system represents a movement away from voluntarism in the realm of employer sponsored training. One variation on this theme is the creation of a tax liability for training which employers can offset by providing sufficient levels of approved training.[27]

Britain and France have perhaps the most closely scrutinized and most widely commented on levy/grant systems (see Appendix 1). Under the British system, created through the Industrial Training Act, 1964, 23 bipartite industrial training boards (ITBs) were established for the purposes of developing and implementing training programmes for their respective industrial sectors. The ITBs had the authority to establish the level of the levy for their industry as well as the training standards for grant purposes. The Employment and Training Act, 1973, reduced the levy powers of the ITBs by capping the level of the levy and by circumscribing the firms that could be levied. This Act also created the Manpower Services Commission (MSC), a body that would later prove to be a rival of the ITBs in labour market development. The Employment and Training Act, 1981, represented a conscious attempt on the part of the Government to dismantle the system of ITBs. It ended the public funding for the operating costs of ITBs that had been established in 1975. The 1981 Act also gave the Secretary of State the power to establish or abolish ITBs, as well as the power to change their scope. Subsequently, the Secretary of State wound up 17 of the 23 existing ITBs, while one more was created for the offshore petroleum industry.

The French system was established by the law on Continuous Training (Formation Professionnelle Continue) passed by the National Assembly in July 1971. This law represented the codification of provisions contained within a series of collective agreements. The law applies to all employers with 10 or more employees. Under the law, employers are 'obligated' to set aside an amount equal to a percentage of their payroll for training purposes. This amount was originally set at 0.8% of payroll and was expected to rise to 2% of payroll by 1976. However, due to lower than expected rates of economic growth the 2% level was never achieved. In 1972 and 1973 the rate stayed at 0.8%. From 1974 to 1977 the rate was 1%. Since 1978 the rate has been legislated at 1.1% of payroll (0.2% allocated to programs for youth). Employers have the option of determining how these training contributions are to be used. Contributions can be used to finance in-house or externally contracted training for the firm's employees, or can take the form of contributions to one of the Training Insurance Funds established by employer groups. Alternatively, employers can make contributions to training programs for the unemployed or can allocate up to 10% of their contributions to pedagogic research and training development. If employers do not choose to exercise any of these options, they will be expected to make their payment in full to the Treasury. Because employers have considerable discretion over the allocation of these funds, the system does tend to generate a greater proportion of firm and industry specific training than it does general skills training.[28]

Out of these experiences several problems with the levy/grant model have been identified. First, there is the question of setting the level of the levy. This issue is particularly important for smaller firms in any industry; the same firms that tend to 'free ride' under more voluntaristic arrangements also tend to be those that are least capable of paying for training. Larger firms, which tend to train anyway, are usually less affected by the introduction of levy/grant. In fact, to the extent that they are already geared up for training, larger firms are often net beneficiaries of such schemes. Thus, levy/grant schemes may result in a transfer of resources from small to large firms, and a transfer of resources from non-training to training firms. Related, then, to the question of the level of the levy is the issue of whether all firms in an industry should be subject to the scheme and, if not, what criteria should be used to determine exemptions (e.g., firm size by sales, firm size by assets, firm size by number of employees, profit margins, net profits etc.).

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[26] Employment and Immigration Canada, Labour Market Development in the 1980s, A Report of the Task Force on Labour Market Development. (Ottawa: Minister of Supply and Services Canada), July 1981. p. 221.

[27] See Advisory Council on Adjustment, op. cit.

[28] See European Centre for the Development of Vocational Training (CEDEFOP), Descriptions of the Vocational Training Systems: France, (Berlin: CEDEFOP), 1979. p. 79. This study found that about 36% of contributions went to employer directed training, 7% to the Training Insurance Funds, 1% to approved research institutions, 10% went to apprenticeship programs and programs for youth (obligatory as of 1978), and 40% was used to pay the salaries of employees in training. The remaining 6% was allocated to programs for the unemployed or was paid directly to the Treasury.

Another problem concerns what, exactly, will be deemed grant eligible training and how such designations are made. The system creates an incentive for individual employers to seek reimbursement for firm specific training and everything else they deem to be skills training, while the industry as a whole is usually interested in the development of those skills that are transferable within that sector but not necessarily across sectors. Employees, on the other hand, are likely to be most interested in the development of skills that are transferable across sectors. In practice, distinguishing between firm specific skills, sector specific skills and generic skills is problematic.[29] In the British case, there was an attempt to ensure that grant-eligible training be defined in terms of the skill needs of the industrial sector.[30] In France, as has been noted, training was usually more firm specific.

In the Canadian context, the question of the adequacy and capacity of the existing training infrastructure to support the different and increased training needs associated with the levy/grant system has been raised.[31] Those firms that are currently not training will have to either look outside of their own operations for facilities (e.g., to the community colleges or private vocational schools), add training capacity internally, or pay the levy. To the extent that training facilities are already operating at or above capacity, it will not be possible for employers to contract out for training.[32] Therefore, if the intention of a levy/grant system is to increase the total volume of training as well as relieve skills bottlenecks, there is likely to be some lag time between the introduction of the scheme and the desired outcome.

Finally, the additional administrative costs associated with each aspect of the levy/grant system (e.g., determining eligible training, setting levy rates, applying for grants, determining what sectors and firms should be covered) has long been a source of criticism for this method of financing labour market development. The question here is whether the incremental training associated with the levy/grant system is realized more cost effectively than it could be by other means (i.e., publicly funded institutional training). This, of course, is an empirical question. But there is no a priori reason why the administration of a levy/grant scheme should be more or less efficient than the administration of other modes of training.

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[29] In the context of Ontario's college system, Michael Park advances the following definition: "Generic skills are practical life skills essential for both personal and career success. They include language and communications skills, math skills, learning and thinking skills, interpersonal skills, and basic technological literacy. They are not job specific, but are crucial to mastering changing technologies, changing environments and changing jobs. Some generic skills are now taught in discrete courses — communication, mathematics, creativity — while others — critical thinking, problem solving, logic, technological literacy - may be introduced and/or reinforced in courses across the curriculum. Facility in some generic skills — reading, listening, writing, learning — is a prerequisite for success in most college-level courses." See "Expanding the Core: General Education, Generic Skills and Core Curriculum in Ontario Community Colleges," in Challenges to the College and the College System, (Toronto: Vision 2000), 1989.. Also see Arthur Smith, Generic Skills: Improving Transferability in Occupational Training, Technical Study 34, Task Force on Labour Market Development., July 1981.

[30] Greater London Council, The London Training Legacy: The work of the GLC's Greater London Training Board. (London: GLC), 1986. This volume describes the direction of the ITBs as 'employer biased,' suggesting that the system should have attempted to impart more general skills training. pp. 19-20.

[31] See Advisory Council, op. cit., p. 44.

[32] Many community colleges in Ontario, for example, have already begun to rent the facilities of public schools and other community facilities in order to accommodate the growing demand for continuing education programs. Moreover, many of the existing facilities in the community colleges require updating if they are to serve the training needs of industry, especially in technology programs.

On the other hand, depending upon the structure of the scheme, a number of arguments can be made in support of levy/grant. If, as in France, it is structured as a tax liability with significant employer control over the selection of training, then, as Roy Adams notes, "the levy would provide industry with clout vis à vis educational institutions. Companies would be able to negotiate programs that met their needs rather than depend upon educators and governments to decide what is best for them."[33] This would probably be beneficial from the perspective of short- to medium-term labour market adjustment. In addition, Adams contends that small firms need not necessarily be shut out from training. In fact, he suggests that, if it is possible for them to pool their resources in order to develop joint approaches to training, a levy scheme should make it possible for smaller employers to engage in training that they could not otherwise afford to undertake.[34]

Furthermore, Adams concurs that Canadian education and vocational training policy has created employer dependence upon institutional training delivered through the post-secondary school system. The training so delivered is often inadequate, judging from some employers' dissatisfaction with the 'product.'[35] However, employers continue to 'buy into' this system because it is less expensive for them to upgrade ill-prepared graduates from the system through informal, job specific training than it is for them to fully train the vocationally uneducated individual. Speaking metaphorically, Adams formulates the problem as follows:

> In effect government is saying to business: "Don't train, we will do it for you." Business responds: "We don't like what you're doing. We need steak and you provide us with hamburger. But since we may make do with your hamburger we won't invest in steak."[36]

The net result reflects a kind of institutionalized mediocracy. This outcome is societally sub-optimal, as workers are undertrained and firms are not as productive as they might otherwise be. It is indeed possible, as Adams contends, that a levy/grant scheme may help correct this problem. Moreover, it is likely that levy/grant would raise global expenditures on training.

What a review of other countries' experiences with various forms of levy/grant reveals is that certain cultural and institutional pre-conditions facilitate the adoption of training taxes (see Appendix 1). The first of these is a wide-scale recognition of the important role training plays in improving a firm and an economy's competitive position. The evidence presented above shows mixed results in the development of a 'training culture' in Ontario.[37] Secondly, the approach to training in these other countries is generally based on an understanding of the importance of both business and labour. On this count, current developments with sectoral initiatives in Ontario (see below) may provide grounds for greater optimism. Related to this second point, normally there is a largely autonomous labour market body or training board comprised of representatives from the functional interests concerned that is charged with overseeing training policy. The recently announced Ontario Training Board, composed of representatives from business and labour, which is to be given much of the responsibility for worker training in the future, represents a move in this direction. It is likely that these same institutional and cultural pre-conditions would also facilitate the adoption of the other models we discuss below.

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[33] Roy J. Adams, "Towards a More Competent Labour Force: A Training Levy Scheme for Canada," in Relations Industrielles, Vol. 35, No. 3, 1980. p. 426.

[34] ibid. p. 427. This has, in fact, been the experience of smaller firms in France with the Fonds d'Assurance Formation (FAFs). See Appendix 1.

[35] The findings from Study Team 2's consultations support this claim. See Gill, op. cit.

[36] ibid. Also see Canada, Ministry of Labour, Education and Working Canadians, Report of the Commission of Inquiry on Educational Leave and Productivity (Roy J. Adams, Chairman), (Ottawa: Minister of Supply and Services Canada), 1979. pp. 97-98. Both of these studies recommend schemes based on a tax liability or levy that may be offset by acceptable training. It is argued that the absence of a granting procedure should eliminate much of the administrative costs associated with levy/grant. Acceptable training would be that delivered by "legitimate educational institutions".

(b) Paid Educational Leave

Paid educational leave (PEL) was pushed onto the Canadian policy agenda by the the International Labour Organization's (ILO) Convention No. 140. This Convention defines paid educational leave as "leave granted to a worker for educational purposes for a specified period during working hours, with adequate financial entitlements."[38] The idea behind PEL is to increase employer sponsored training by ensuring that employees can upgrade their skills and education without financial penalty. Thus, as with levy/grant, PEL normally incorporates some form of employer tax liability in its design. PEL is usually introduced through the collective bargaining process or through legislation, although it may be introduced by employers unilaterally. PEL schemes are generally designed so that leave can be initiated by employees and so that the right of employees to take paid educational leave is respected. In this sense PEL is largely employee driven and goes a step further than levy/grant schemes. As a consequence, education and training under PEL schemes is usually broader than that provided under levy/grant schemes. It is largely for this reason that employers tend not to be very well disposed to PEL.[39] However, to the extent that employees are motivated by opportunities for career advancement within the firm, PEL may well be to the benefit of the employer, and employers' preferences may have an indirect steering effect on training selection by employees.

In Canada, following the ILO's adoption of Convention 140, the Ministry of Labour established a commission of inquiry into issues surrounding PEL and, later, Employment and Immigration commissioned a Task Force on Skill Development Leave. The Report of the Commission of Inquiry on Educational Leave and Productivity identified three basic types of PEL; (i) day release, (ii) block release, and (iii) extended leave. Day release permits employees to leave work with pay for full or partial days in order to pursue further education, or, what is more often the case, job related training. A survey of Canadian employers and employees done by the Commission found that "(l)ittle use is made of day release to build long-term programs leading to higher vocational qualifications."[40] Because in the Canadian context day release is used primarily for short-burst, job specific training, and because PEL is usually associated with education and training that is longer term and more generic, most existing day release schemes in Canada should not be confused with PEL.

Block release allows employees to take time off in blocks, ranging in duration from a few days to a month or more, in order to participate in more intensive training. In Canada, apprenticeship is the only significant block release program aimed at developing general vocational qualifications. However, the institutional training costs and living allowances associated with apprenticeship are usually picked up by government. Therefore, this form of block release has not quite captured the essence of PEL as a form of employer sponsored training. (This is not meant to discount the potential of both block release and day release in the extension of PEL.)

Extended leave is considered by many to be synonymous with PEL.[41] It usually entails full-time attendance in a specified educational or training program for three consecutive months or more. The Commission on Educational Leave and Productivity found that between 8 and 9 percent of Canadian employers surveyed had extended leave plans so defined and that the largest portion of these employers

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[37] See section 2 (b) above.

[38] ILO Convention cited in Education and Working Canadians, p. 3.

[39] Education and Working Canadians,. pp. 11-14. In representations made to the commission, it was found that Canadian employers feel that education is an individual and social responsibility and industry should not be expected to shoulder the full cost burden of educational leave (p. 13). This study also uncovered similar sentiments among employers in some European countries where PEL had already been instituted (see Chapter 1: "Educational Leave in Five European Countries"). To avoid problems in this regard, PEL in France is financed by the state. However, insofar as PEL is state financed it does not qualify as employer sponsored training according to our definition above (see footnote 3).

[40] Education and Working Canadians, p. 152.

[41] ibid. p. 170.

were in public administration. In firms with extended leave policies somewhat less than 2% of all employees participated, with a somewhat higher percentage of executive, professional and managerial employees participating than lower level office and non-office employees.[42] Most extended leave plans covered by this survey were introduced unilaterally by management, while about 20% were arrived at through collective bargaining or some other form of negotiation. About 60% of all schemes in the sample provided some form of allowance or part or full compensation for wages. Similarly, in about 60% of all cases the employer paid for tuition. Again, the most comprehensive extended leave packages in terms of compensation were in public administration.

The experiences of other countries are telling with respect to the possibilities for PEL. Unfortunately it is not possible to review all of these experiences in this paper.[43] In general, however, it may be concluded that the practice of European and Scandinavian countries has been characterized by an attempt to develop the concept of PEL much further than has been the case in Canada. The Skill Development Leave Task Force, struck by the Minister of Employment and Immigration, concludes its more thorough review of PEL in other countries with the following remarks by way of warning:

> Underscoring the practices in the international models described earlier is the degree to which countries can achieve co-existence of the equity and economic goals of a paid educational leave mechanism. The concern is for the possible lack of a broad-based paid educational leave policy creating a permanent underclass of 'technopeasants.' Application of such a policy might only serve to widen the gap between the 'haves' and 'have nots' in the realm of job security, income, and further educational opportunity....The decision for Canadian policymakers is the choice among which measure is to be used to implement paid educational leave; free market forces, collective bargaining or legislation. The international experience favours legislation of paid educational leave as an instrument, in principle, to reach all people in employment, even with its attendant costs and operational problems. While collective bargaining, sector by sector, may be more efficient and flexible, only one-third of working Canadians would be entitled under this process.[44]

In Canada, because there is no legislation, PEL usually does result from the collective bargaining process. Moreover, as the Skill Development Leave Task Force found:

> The number of paid educational leave provisions in major collective agreements is increasing. Labour Canada collective agreement statistics for March 1980 showed that 9.5 percent of the 1,035 major agreements outside the construction industry contained provisions for educational leave with regular pay; 8.3 percent for educational leave; 6.0 percent for paid sabbatical leave; 9.8 percent for leave for union business paid in whole or in part; and 56.8 percent for training or retraining not related to technological change. Employees in the public sector, 19.3 percent of agreements, were much more likely to receive regular pay while on educational leave than those in the private sector, 4.5 percent.[45]

Despite the fact that there has been an increase in the number of collectively bargained PEL programs, the labour movement does not find the situation entirely satisfactory and feels that PEL should be moved along through legislation.[46] Employers, on the other hand, tend to be resistant to such legislation, especially if PEL is defined more broadly and employers find themselves with little control over the type of training or education that employees may choose to undertake.

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[42] ibid. pp. 170-182.

[43] For a thorough review and cataloguing of PEL in Europe, see European Centre for the Development of Vocational Training (CEDEFOP), Educational Leave and the Labour Market in Europe. (Berlin: CEDEFOP), 1984: and CEDEFOP, Vocational Training Systems in the Member States of the European Community: Comparative Study, (CEDEFOP Guide), (Berlin: CEDEFOP), 1984. Also see Employment and Immigration Canada, Learning a Living, Volume I, Background and Perspectives, (Ottawa: Minister of Supply and Services Canada), 1983. ch. 3, "The International Experience with Educational Leave."

[44] Employment and Immigration Canada, Learning a Living, Volume I, Background and Perspectives. (Ottawa: Minister of Supply and Services Canada), 1983. pp. 67-8.

[45] ibid. p. 70.

(c) Sectoral Initiatives

Sectoral initiatives refer to training programs developed by employers and/or employees and/or government in a specific sector of the economy usually to meet the special training needs of that sector. Thus, although they are most often called 'bilateral' (referring to business and labour involvement), these initiatives can be unilateral on the part of employers or government (employees do not generally engage in such initiatives unilaterally), or they can be initiated on a bipartite basis (employers and employees, or government and employers cooperating), or they can be initiated along tripartite lines (all three parties cooperating). Indeed, as is shown below, what are colloquially referred to as 'bipartite' sectoral initiatives (as a result of employer and employee groups cooperating in the design and administration of the program) are, in fact, largely dependent upon financial support from government and, in this respect, are more appropriately referred to as tripartite initiatives. Hence, it is important to distinguish between the financing and the administration of sectoral initiatives.

The funding and structure of sectoral training programs depends largely upon how they were initiated. State led unilateral initiatives may be designed to leverage employer financing using public expenditures as training 'seed money,' or by using some other form of incentive (such as tax expenditures) to encourage employer financing of training. Alternatively, such initiatives may be conceived of by the state as the domain of the state with little, if any, expectation of employer involvement. The state usually undertakes sectoral initiatives unilaterally where critical skills shortages have been identified and where the normal functioning of the labour market has not led to a correction of this disequilibrium over time (and is not expected to in the forseeable future).[47] Employer-led unilateral sectoral initiatives, while not unheard of, are less stable due to the 'free rider' problem and, therefore, will tend to evolve in bilateral or multilateral directions so that the process can be institutionalized.[48]

Bilateral sectoral initiatives invariably involve the employer and are frequently employer-led, the other partner being either government or employee associations. Bilateral undertakings are usually designed as shared-cost programs. In the case of initiatives without governmental involvement, the employees' share of the cost is often a negotiated benefit to be paid for by employers. Bilateral schemes without governmental involvement run the risk of degenerating into a battle between the contending partners over what type of training the fund is to be used for. Employers will tend to press for job specific or sector specific training, while employees and their associations will tend to argue for more generic (i.e., transferable) skills training or for labour education. Bilateral initiatives between government and either business or labour will lack legitimacy in the eyes of the excluded party.

Tripartite or multilateral (e.g., involving more than one level of government) sectoral initiatives have the strength of being inclusive of the major functional interests. Government can bring its training and labour market expertise to bear and can also act as mediator where necessary. Where warranted, government funding can be used as a lever to ensure that training is being directed to serve larger social and economic objectives and not simply the particular interests of employers or employees' associations.

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[46] ibid. p. 93.

[47] For a discussion of how disequilibrium tends to occur in the labour market, see Craig McFadyen, Jim Hsu and Herb Young, "Employer Sponsored Training. Mini Project #22" contained in "The College System — An Empirical Snapshot," in Some Empirical Features of the College System (Toronto: Vision 2000, 1990). Also see Wolfgang Streeck, "Skills and the Limits of Neo-Liberalism: the Enterprise of the Future as a Place of Learning," in Work, Employment & Society, Vol. 3, No. 1, p. 94.

[48] The 'free rider' problem, in this case, can be summarized as follows: To the extent that one employer can expect other employers individually or collectively to provide training, and insofar as it is possible for that employer to hire trained employees from other employers at a cost that is lower than it would otherwise cost that employer to train (i.e., 'poaching'), then it is rational for that employer not to train.

There are several sectoral initiatives worthy of note in Canada, ranging in scope and function from relatively straightforward, selective training and re-training arrangements to more comprehensive training and adjustment schemes. On the comparatively simple end of the spectrum lie arrangements such as the meat packing industry's joint union/management training centre established near Kitchener, Ontario, and the pre-trades training, post-trades training and trades training offered in the construction industry. On the more elaborate end of the spectrum lie initiatives such as those developed in the West Coast Forest Products Industry, in the aerospace industry in Montreal (CANMAC), in the steel industry, and in the electrical and electronics manufacturing industry. In order to give some flavour for these initiatives in Ontario, we will briefly outline the latter two.

The Canadian Steel Trade and Employment Congress (CSTEC) was incorporated four years ago in response to the massive restructuring and rationalization occurring in the steel industry in Canada. The CSTEC Board is composed of the top five executive members of the United Steel Workers and the chief executive officers of the five largest steel companies in Canada. The training and adjustment activities of CSTEC are funded almost exclusively by Employment and Immigration through the Innovations program.[49] However, other than fulfilling the standard reporting requirements for such government funding, CSTEC has in no way been beholden to Employment and Immigration. The CSTEC program provides $5,000 to redundant employees for the purposes of relocation or training, and, in addition, can ensure up to 104 weeks of unemployment insurance compensation to participants being re-trained.

The Joint Human Resources Committee of the Canadian Electrical and Electronics Manufacturing Industry proposal, due to be ratified and incorporated by January 1, 1990, is structured somewhat differently although no less comprehensive in its scope. Notably, 50% of the funding for the initiative is to be provided by the employers and the employees on a shared cost basis (although the employee contributions are likely to be picked up by employers through the collective bargaining process), and the remaining 50% is to be contributed by government. As distinct from the CSTEC case, this initiative is intended to retrain employees, whose skills have become obsolete, exclusively for re-employment in the electrical and electronics industry. As in the CSTEC case, the use of the fund would be co-determined by management and labour. Preliminary reports have suggested that 60% of the funds be used for vocational training, re-training and updating specific to the industry, 20% be used for general education and training, and 10% be used for the purposes of employee directed education and training. It is thought that the remaining 10% of the fund would be necessary to finance its administration.

A major strength of sectoral initiatives is their voluntaristic nature vis à vis government (although in most instances where economic actors have come to participate, it is in response to some economic or demographic imperative).[50] A major weakness of this model for increasing employer sponsored training is that it is exclusive, in the sense that it is usually only the mature and better organized sectors of the economy that engage in this sort of 'human resources' planning. Alternatively, if the initiative is state led, it forces government to pick some sectors over others as deserving of public support. Moreover, if the over-riding concern is how to increase employer sponsored training, the experience with sectoral initiatives to date (e.g., CSTEC) has been that government still funds a disproportionate share of the program.[51] If the

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[49] The CSTEC initiative was established with a $20 million grant from the EIC Innovations program, while employers and employees groups combined put up less than $1 million.

[50] Thus, for example, the recent Canadian Electrical and Electronics Manufacturing Industry initiative is largely a response to a major labour force recruitment problem in the context of technological change and the aging of the existing workforce. See "Connections for the Future," Final Report of the Joint Human Resources Committee of the Canadian Electrical and Electronics Manufacturing Industry, November 1988.

[51] As noted above, the CSTEC initiative was established with a $20 million grant from the EIC Innovations program, while employers and employees groups combined put up less than $1 million. In addition, CSTEC exploits the UI system on behalf of its clients at further expense to the public sector. It is important to note, however, that CSTEC was

CEEMI Joint Human Resources Committee is able to obtain broad agreement on its most recent proposal for a training fund, and if this initiative serves as a model for other sectors, the pattern of sourcing funds for sectoral initiatives may become less reliant on public resources in the future.

(d) Registered Educational Leave Savings Plan

The Registered Educational Leave Savings Plan (RELSP) will only be reviewed briefly here because it is intended to address the problem of 'employee financed training' rather than 'employer financed training.' RELSPs are designed to encourage savings on the part of individuals to be used at some later date for educational purposes. These savings would be tax deductible as would the accrued interest income provided the savings were then used to pay for approved education/training programs or courses. The RELSP in education and training policy is analogous to the the Registered Home Ownership Savings Plan (RHOSP) or the Registered Retirement Savings Plan (RRSP) in housing and pension policy respectively. The Commission of Inquiry on Educational Leave and Productivity first officially discussed the concept in 1979. The Task Force on Labour Market Development took the issue more seriously in 1981, and claimed that, "Considerable support for such a plan was indicated by employer organizations, worker organizations and educators."[52] The Royal Commission on the Economic Union and Development Prospects for Canada, stating that "RELSPs deserve much closer attention than they have so far received," went on to recommend that a RELSP be authorized under the Income Tax Act.[53] Because only better paid workers have the disposable income to take advantage of such tax expenditure schemes, the RELSP was spurned by both the Skill Development Leave Task Force and the National Advisory Panel on Skill Development Leave as a policy option providing differential access.[54] Furthermore, RELSP's will only increase employer expenditures on training (our central concern here) if employees' organizations are able to get employers to agree to make contributions to such plans. This is most likely to occur through the collective bargaining process but, again, only about one-third of all Canadian workers are represented through this process.

4. Summary and Conclusions: Understanding the Significance and Dimensions of Different Models of Employer Financed Training

The intention of this paper has been to review the relevant models for financing employer sponsored training. The models reviewed here represent those that are most often proposed and discussed in the literature but by no means represent an exhaustive list. We have not discussed other, more indirect policy instruments that governments have at their disposal to bolster employer sponsored training. As an alternative approach the state can attempt to leverage employer sponsored training by, for example, providing seed funding for new training projects run by employers. Similarly, by using tax incentives and other forms of publicly proffered financing governments can try to instill an 'ethos of training' among employers (what the Ontario Ministry of Skills Development calls a 'training culture') — or, at the very least, encourage incremental increases in employer sponsored training with the expectation that employers will recognize the benefits of training and increase training activity. Indeed, it could be argued that this is

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intended to facilitate adjustment for redundant workers in a broad sense, including employment in other sectors of the economy. CSTEC was not intended to act exclusively as an agency for upgrading and re-training workers for the steel sector, as is the case with the CEEMI initiative in the electrical and electronics manufacturing sector.

[52] Employment and Immigration Canada, Labour Market Development in the 1980s, A Report of the Task Force on Labour Market Development. (Ottawa: Minister of Supply and Services Canada), July 1981. p. 172.

[53] Canada, Royal Commission on the Economic Union and Development Prospects for Canada, Report, Volume Two. (Ottawa: Minister of Supply and Services Canada), 1985. pp. 763-767.

[54] Employment and Immigration Canada, Learning a Living, Volume I, Background and Perspectives. (Ottawa: Minister of Supply and Services Canada), 1983. Canada, National Advisory Panel on Skill Development Leave, Learning for Life: Overcoming the Separation of Work and Learning, A Report to the Minister of Employment and Immigration. (Ottawa: Minister of Supply and Services Canada), 1984.

precisely the policy direction that both federal and provincial governments have been pursuing in recent years; that is, using scarce public training resources to leverage more employer financed training. In this context, the conventional critique of the Canadian Jobs Strategy (CJS) is somewhat misdirected. That is to say, rather than representing an 'ideologically inspired' attempt to 'privatize' employment and training policy, the CJS might instead be understood as a coordinated strategy to get employers to shoulder more of the financial burden of training.[55] If this analysis is correct, the lack of success of the CJS in this regard suggests the timeliness and prudence of a more serious consideration of alternative approaches to the expansion of employer sponsored training.[56]

Each of the alternative models discussed in this paper can be understood and compared along a number of dimensions. We can, for instance, assess each in terms of the degree of voluntarism or coercion associated with it **from the perspective of employers**. Thus we can think of a continuum, with completely voluntary arrangements on one end and compulsory (legislated) arrangements on the other, along which each of the models can be placed. Using such a framework levy/grant and tax based proposals would fall closer to the compulsory end of the continuum, while bipartite sectoral initiatives would fall somewhere in the middle — where exactly would depend upon the extent to which unions are capable of ensuring employer compliance and upon the magnitude of government funding relative to employer funding. Tax expenditures, indirect public financing (the CJS), and registered educational leave savings plans would be located closer to the voluntary end of the continuum. This preliminary categorization is based on the fundamental characteristics of the models themselves. It is, of course, possible to design any model for financing private sector training as more or less voluntaristic. Indeed even 'suasion' or 'exhortation' can be somewhat coercive and, consequently, an efficient policy instrument. Our discussion has at points alluded to how seemingly compulsory arrangements can be made more voluntaristic and how apparently voluntary schemes may actually entail forms of indirect coercion. For example, the introduction of a levy/grant scheme, usually designated as a relatively coercive strategy, may in fact involve little or no change in behaviour for employers that are already engaged in training.

In a related way, each of the models reviewed in this paper can also be understood in terms of the relative efficiency of the policy instruments used to achieve the goal of increased employer financed training. It is generally believed that more coercive strategies promote avoidance behaviour and are, therefore, less efficient. Because they are more voluntaristic, and to the extent that they can be shown to benefit the actors whose behaviour they are attempting to modify, strategies that involve some form of incentive (e.g., tax expenditures) are thought to be more efficient if properly designed. As was shown in the section entitled "The Problem(s) with Employer Sponsored Training in Ontario" (b) above, the problem with this characterization of behaviours and attitudes in the realm of training is that the returns to training are not always immediate and direct, nor are they always easily separated out from the returns to other factors of production (e.g., new production technologies). As a result, employers not currently engaged in training are less likely to respond to incentives to train than they are to respond to other, more conventional types of incentives (e.g., accelerated depreciation has proven to be a very effective way of getting firms to invest in new capital equipment). The available expenditure data, presented in Section 2 (c) and (d) above, suggests that in Canada and Ontario the experience with voluntaristic and incentive-based policy instruments as a means of encouraging employer financed training has not been very effective to date.

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[55] There is some evidence in support of this contention. See for example, Arthur Kroeger, Deputy Minister EIC, "Labour Force Development: the Private Sector Role," text from a speech given to the Canadian Manufacturers' Association, Halifax, Nova Scotia, June 14, 1989.

[56] As part of a more thorough consideration of alternative approaches to expanding employer financed training, it would be necessary to examine constitutional and jurisdictional issues relating to each model. It is beyond the scope of this paper to undertake such an analysis. Suffice it to say that both federal and provincial levels of government have accepted some responsibility for training policy. It follows that both levels of government should have the means at their disposal to fulfill their commitments in this area. From the perspective of national economic well-being, it would probably be *preferable* to have the federal government introduce measures related to employer sponsored training to ensure uniform practices across the country, and to minimize the risk of employers relocating to regions where training obligations were lower. However, the history of public policy in Canada has shown that federalism has been as much of a facilitator of policy innovation as it has been a brake on new initiatives. The provinces have regularly served as incubators for new policy ideas. In this regard, the proposed Ontario Training Board announced by Premier Peterson at the most recent First Ministers' Conference is encouraging.

In addition to using the criteria of voluntarism and efficiency, we can categorize these models by applying equity and access to training (i.e., 'coverage') as criteria. Policies can be equitable without this necessarily entailing widespread accessibility (e.g., programs targeted at the employment disadvantaged). Conversely, policies can be designed to increase access yet result in inequitable outcomes (e.g., many critics suggest that university access policies actually create a subsidy to university students who tend to be disproportionately from more affluent families). Alternatively, policies can be either equitable and accessible or inequitable and inaccessible. Thus, insofar as less affluent workers cannot afford to put income aside for training purposes, the RELSP is less accessible as well as less equitable than proposals that do not involve employee contributions.

Another way of looking at these models is in terms of financing and control. A three by three matrix can be constructed with one axis being defined in terms of the financing source for training expenditures and the other being defined in terms of the control over the direction of training (see Table 1). Employers, employees and government can then be aligned along each axis, and the variants of each model discussed in this paper could be slotted into the appropriate sextant of the matrix. The focus of this paper has been on row B; that is, where training is financed by employers. In this table the existing federal strategy (the CJS), being government financed but to a large extent employer controlled, would fall on the axis between columns B and C in row C. Sectoral initiatives are most often jointly controlled by management and labour (the axis between rows A and B), and are either funded by the state (row C) or jointly by government, employers and employees (often in the form of a benefit paid for by employers). Thus sectoral initiatives can be clustered around the axes between rows B and C and columns A and B. Paid educational leave can take several forms. It is generally the case that employers and/or government pay the costs of PEL, but it could be offered to employees by employers in return for wage restraint or concessions, in which case it would be employee financed. The direction of PEL is usually determined by the choices of individual employees, although labour market developments are likely to play an influential role in these decisions. Thus PEL is most appropriately slotted into row B under column A. Grant-levy schemes are employer financed (row B) and usually employer controlled (column B), but may be controlled by any one or combination of the 'social partners' (i.e., employers, employees, and representatives of government). The RELSP proposal falls into row A, column A. Using the objective of increasing employer financing (row B) as the criteria for policy design would likely eliminate the RELSP from our choice set.

Table 1
Categorization of Models by Control and Financing of Training

		Control over Training	
Financing of Training	**A** Employees	**B** Employers	**C** Government
A Employees	RELSP		
B Employers	PEL **SECTORAL**	Levy Grant	
C Government		**INITIATIVES** CJS	CJS

To summarize, the introduction of a levy/grant scheme in the Canadian context would likely increase the total amount of employer sponsored training and would be both equitable and more inclusive than EST is currently. However, levy/grant would reduce voluntarism, although control would rest largely with employers or their representatives. Similarly, the wider adoption of paid educational leave would tend to increase employer financed training and would likely be both equitable and accessible, but would entail some compulsion and would not leave employers with as much control over training as levy/grant. The encouragement of sectoral initiatives, on the other hand, would maintain voluntarism and increase employer financed training, but would entail shared control over training and would likely be more restrictive in application. The RELSP is not a viable option if the objective is to increase employer sponsored training.

APPENDIX 1

Training Taxes in Four Western European Countries

As the preceding analysis has shown, Ontario has a system of formal, public educational institutions which provides most of the skilled labour force in the province. Given the relative underinvestment in employer-sponsored training, companies have tended to look to the province, via the colleges, to educate and train their workforce. However, there is an urgent need for additional training and education to ensure that Ontario's workforce is able to introduce new production techniques and adapt to new structures and organizations of work. The need for a more knowledgeable labour force will undoubtedly drive up training costs and may place too heavy a burden upon existing resources. To help alleviate this problem, and have employers assume greater responsibility for providing training to their workforce, many jurisdictions have introduced incentives to spur private investment in training. One such method has been a training tax, sometimes referred to as a system of 'levy/grant.' Indeed, methods for financing higher levels of training have been on the Canadian political agenda for some time, and have received renewed attention as the state, industry and labour develop adjustment strategies in response to the Free Trade Agreement with the United States.

To provide the Steering Committee of Vision 2000 with a better understanding of the 'levy/grant' concept and how such a system might tie into reforms of Ontario's college system, this appendix investigates the nature of training taxes in four countries where they have been implemented in varying degrees and with varying success: the United Kingdom, the Federal Republic of Germany, France and Sweden. There is no doubt that national differences in methods of financing training reflect particular features of a nation's cultural history and its social, economic and political development.

To make private sector expenditures somewhat more palatable, there has been a tendency towards mixed financing (public plus private sector funds) and collectivizing private financing of education/training in some European countries. Levy/grant was one method experimented with (formally in the United Kingdom, less so in the other countries under review). In the most generic sense, 'levy/grant' is a system of taxation whereby the state, usually through a payroll tax (levy), collects funds from employers which in turn are redistributed (via grant) to help finance training costs of those employers providing training. The amount of levy could be a flat rate or could be differential rates based on skill and occupational mixes of the firms being taxed. The purpose of 'levy/grant' is to achieve a more equitable share of training costs by providing financial incentives to those who do training, and taxing those who do not.

This appendix is organized in the following manner: the first section investigates the 'levy/grant' system in the United Kingdom; the second section looks at the Federal Republic of West Germany; the third section details France's 'obligation to spend;' the fourth section examines Sweden's Renewal Funds.

a) The United Kingdom

The United Kingdom represents one of the earliest attempts to set up a formal system of 'levy/grant' with the introduction of the *Industrial Training Act of 1964*. This piece of legislation was the first major Government intervention into training in the U.K. As Peter Senker has written: "The defects inherent in the uncoordinated British education and training system were diagnosed by a series of Royal Commissions in the 19th century. But not much happened until the 1950s. Then there was concern about the employment prospects for the products of the post-war baby boom who were about to enter the labour market, and this was expressed in the 1958 Carr Report. There was a 'great debate' on training between 1958 and 1962, but laissez-faire remained the basis of training policy until the 1964 Industrial Training Act." (1988: 1) It was the 1962 Government white paper, Industrial Training: Government Proposals, that provided the impetus for state intervention in the U.K.'s training market. There was a general conviction that companies were underinvesting in training and that this was the main cause of the shortage of skilled labour, which in turn was believed to be responsible for the U.K.'s poor economic performance. The white paper justified government intervention into industrial training on the grounds that "a serious weakness in our present arrangements is that the amount and quality of industrial training are left to the unco-ordinated decisions of a large number of individual firms." (quoted in Woodhall, 1974: 74) The 1964 Industrial Training Act was, among other things, an attempt to introduce a degree of co-ordination. This was to be accomplished by instituting a system of 'levy/grant,' and the system of Industry Training Boards (ITBs) through which the 'levy/grant' operated. There were three objectives: to improve the quantity of training; to improve the quality of training; and to distribute the costs of training more equitably between those employers who trained and those who did not. The 'levy/grant' and the ITBs addressed the concern that the U.K.'s skilled labour shortage arose because some employers (specifically small firms) 'poached' employees from firms who trained, rather than train for their own needs. It was particularly felt that the overall standard of training was unsatisfactory, especially in the craft occupations and the engineering (industrial) trades. (Employment and Immigration Canada, 1981: 222)

The 1964 Act established 24 ITBs in the following industries: air transport and travel; carpet; ceramics, glass and mineral products; chemical; clothing; construction; cotton and textiles; distribution; engineering; food, drink and tobacco; hotel and catering; iron and steel; knitting, lace and net; man-made fibres; paper; petroleum; printing and publishing; road transport; rubber and plastics; shipbuilding; wool, jute and flax. (Lewis, 1981: 43-44) By 1969 there were 27 separate training boards covering industries with approximately 60% of total employment. As of 1982 there were 7 ITBs still in operation (clothing; construction; engineering; hotel & catering; road transport; rubber & plastics; petroleum) covering industries employing 30% of the workforce. (Deloitte, Haskins & Sell, 1988: 10; Lewis, 1981: 44) The original 24 ITBs were financed by a statutory levy from employers which paid for the board's administrative costs and funded grants to employers who provided training to approved standards. Originally it was intended that 'levy/grant' would be made on training costs but many companies found it virtually impossible to measure reliably what their training costs were. (Frank, 1970: 9) There were considerable differences in the rate of levy applied by the various ITBs: approximately 50% of the ITBs levied firms at 1% of payroll, but the highest rate was 3.8%. Only one board, the Engineering ITB covering 28,000 establishments, surveyed training costs in the industry as a basis for determining its levy rate. (Employment and Immigration Canada, 1981: 222) In 1970, the wide differences in the amount of levy different boards charged could be seen in the following example: the Engineering levy was 2.5% of total payroll, while the Electricity Supply Industry's was only 0.0035%. (Frank, 1970: 9) Apart from collecting and distributing money, the ITBs had other functions. For example, the Engineering Industry Training Board's (EITB) role and objectives were: "(1) securing key aspects of the training situation in the industry: in particular, securing the standards and supply of craftsmen, technicians and technologists on whose skills the engineering industry relies; (2) helping companies to plan and make the most effective provision for other training necessary to achieve their aims; (3) helping to bring about an improvement in the deployment and utilization of manpower in the industry as a whole; (4) provide training facilities and information best supplied for the industry as a whole rather than by individual companies." (Senker, 1988: 2)

The 1964 Act did not provide additional funds for training, but merely attempted to reallocate funds via the 'levy/grant' system. This was one of the major criticisms of the Industrial Training Act, that in fact it was only an attempt to stimulate an increase in the level of training in firms, without subjecting the training to any cost-benefit analysis. It was suggested "that the system encourages training for the sake of training, rather than genuine assessment of the economic returns to training, that the distinction between general and specific training, with its important corollary that workers pay a substantial part of the costs of the former, is largely ignored by the Boards, and that the 'elaborate, pervasive and monolithic' structure of the Training Board system is unnecessary and undesirable." (Woodhall, 1974: 75-76) In other words, it was argued that 'levy/grant' meant more firms were preoccupied with trying to maximize their grants from an ITB rather than trying to optimize their investment in training in terms of all costs and benefits.

There were two major problems with the 1964 Act. The first concerned the treatment of smaller firms. In 1971 the Bolton Committee (The Committee of Inquiry on Small Firms) found that many small firms did not qualify for grants (after having paid levies) because their training was usually informal on-the-job training, whereas the ITBs stressed off-the job training with high priority given to craft training, management training, or the employment of full-time training officers. This was inappropriate for small firms with more specialized needs and a higher proportion of semi-skilled labour. (Woodhall, 1974: 77-78) The second major problem was that some firms were able to structure their 'levy/grant' schemes in such a way that they either got back more grant than they had paid in levy or got back in grant most of their levy. "Although there continued to be some redistribution of money from firms with a low level of training to those with a high level, poaching firms did not contribute substantially to the cost of training in those firms which did train. Equally, employers who trained beyond the needs of their own business received little compensation for the extra costs from the levy/grant system." (Employment and Immigration Canada, 1981: 223) A review of the U.K. 'levy/grant' system by the Canadian Task Force on Labour Market Development (Employment and Immigration Canada, 1981: 225-226) found that the system was redistributing funds, not as originally intended, but due to the following reasons:

(1) Firms within the same industry and which paid the same amount of levy (because their total payroll or employment was identical) recovered greatly differing amounts in grants because differences in the skill mix in their enterprises affected their ability to earn training grants.

(2) Firms which had low turn over among skilled staff and hence did little training (because it was not necessary) recovered little from their levy and saw themselves as subsidizing less well-managed firms which had higher turn over, conducted a great deal of training, and hence attracted relatively large training grants.

(3) Highly specialized firms, with training carefully geared to their own requirements, received a low return on their levy (in the form of grants) because their training did not fit the training board's grant criteria which was geared to common training standards for the industry as a whole.

(4) Some firms received a high return on their levy because they could arrange 'training' activities which satisfied the boards' grant criteria, even though there was no real need for the training. (In this respect, a system intended to improve allocation of resources to training actually promoted a misallocation of resources.)

An example of the imbalance of the 'levy/grant' system can be seen in the engineering industry, where in 1970/71, firms with less than 25 employees received grants equivalent to 47% of total levies paid while firms with over 5,000 employees received 102% of levies paid. (Employment and Immigration Canada, 1981: 226) The root of this problem is that the levy is based on the number of persons employed by a firm and therefore on its total annual payroll, while the grant is based simply on the amount and type of training required by the system.

These problems were addressed by the British Government in the *Employment and Training Act 1973*, which for all intents and purposes abandoned 'levy/grant.' The 1973 act replaced 'levy/grant' with a system of 'levy/grant/exemption.' Under this new arrangement, the ITBs were required to exclude small firms from the statutory levy obligations; to exempt those firms from levy who could demonstrate that their training arrangements were adequate to their own needs; and to limit the amount of levy to a maximum of 1% of payroll. In some sectors, exemptions became the norm: in the 1974/75 training year, 58% of the total engineering workforce was covered by exemption; by 1976/77, 85% of large firms and 41% of small firms had been exempted. In its 1976/77 Annual Report, the EITB went so far as to point out that: "...any further movement towards exemption emphasizes the need to safeguard the industry's essential skills and maintain the supply required for national needs." (quoted in Senker, 1988: 4)

Another important institution was introduced in the 1973 Act: the Manpower Services Commission (MSC). The administrative and operating costs of the ITBs were assumed by the MSC; that is, the costs were transferred from industry to government. The MSC was composed of a Chairman and 9 members appointed by the Secretary of State for Employment. The members consist of employers (nominated by the Confederation of British Industry [CBI]), the trade unions (nominated by the Trades Union Congress [TUC]), and the education sector. The ITBs became responsible to the MSC, which was to supervise the ITBs' plans. It has been suggested that this greatly reduced the ITBs' freedom. (Senker, 1988: 3) The EITB, for example, reported that this change substantially modified its planning and budgeting procedures. Instead of just having to consult with its industry and agree to plans and budgets, it now became necessary to consider five year plans and budgets jointly with the MSC. The EITB wrote in its 1974/75 Annual Report that "inevitably it must involve considerably more of the time to senior staff than was the case prior to ... the 1973 Act. The amount of time and effort so involved thus tends to be unproductive in terms of better training result where they really count - in the industry itself." (quoted in Senker,1988: 3) Peter Senker has written: "... there had been complaints before 1973 that the ITBs were too bureaucratic. The 1973 Act ensured that, if such complaints were justified before, they were going to be even more justified in the future!" (1988: 3)

In November 1980, the Secretary of State for Employment instructed the MSC to review the ITBs and recommend which should continue to operate. "The Secretary of State indicated the government's preference for voluntary arrangements where he could be satisfied about the willingness and ability of a sector to meet its training needs without recourse to statutory boards." (Senker, 1988: 5) In 1981 the Government opted to abolish 17 ITBs, largely because it believed that better results could be obtained by voluntary bodies at less cost and with less bureaucracy. (Lewis, 1981: 44) A majority of the sectors previously covered by the ITBs are now covered by non-statutory training organizations (NSTOs). The funding for the NSTOs is a mixture of membership subscriptions from employers and income from the sale of publications and course fees. (Deloitte, Haskins & Sells, 1988: 10) The Government's 1984 White Paper, *Training for Jobs*, placed the emphasis on the employer to be primarily responsible for the training of their own employees. And most importantly, employers are to provide most of the funding for their own employees from their own resources. (Deloitte, Haskins & Sells, 1988: 6) The 1987 *Employment Bill* included a reorganization of the MSC, effectively dismantling it. The MSC's employment responsibilities have been transferred to the Department of Employment and its remaining responsibilities will be carried out by the renamed Training Commission. The structure of the Training Commission has been altered to give industry representatives effective control. It has been suggested that Mrs. Thatcher's efforts to improve training within companies have been largely confined to a public relations exercise designed to increase national awareness of training needs. (Finegold & Soskice, 1988: 36) Former MSC Chairman Bryan Nicholson stated the Government's position quite clearly when he said: "The state is responsible for education until an individual reaches sixteen. From sixteen to eighteen, education and training are the joint responsibility of industry and government. But from eighteen on, training should be up to the individual and his employer." (Press Conference at People and Technology Conference, London, November, 1986 quoted in Finegold & Soskice, 1988: 36)

The overall consensus is that British employers do not provide significant training for their workforce. Some ITBs and especially the MSC did little to improve the level of skills and the quantity of training since they concentrated on temporary employment, work experience and short-term training measures and the demands for quick action precluded any long-term manpower planning. Finegold and Soskice have written that:

> Workers' lack of initial qualifications is not compensated for by increased employer-based training; on the contrary, British firms offer a lower quality and quantity of training than their counterparts on the Continent. A joint MSC/NEDO study (1984) found that employers in Germany were spending approximately three times more on training than their British rivals.... Overall, British firms have been estimated to be devoting 0.15 per cent of turnover [total sales revenue of a business] to training compared to 1-2 per cent in Japan, France and West Germany. (1988: 23)

b) West Germany

Germany is an example of a country with a highly structured labour market policy and numerous institutions to support this policy. The training and education system is referred to as a 'dual system' for two reasons: first, responsibility is shared between the federal government and the laenders (provinces); and secondly, vocational training occurs both in the formal educational school system and on-the-job. Responsibility for the publicly operated education system rests with the laender, while responsibility for vocational on-the-job training is the exclusive domain of the federal government. The vocational training system in Germany includes the publicly-run and private vocational schools, training firms, group training workshops, retraining centres, rehabilitation centres, the Chambers of Commerce and Industry, industrial associations, and the vocational further educational organizations of the German trade union movement.

(Munch, 1982: 33; CEDEFOP, 1984: 165) There has been a long history of vocational training in Germany. Occupational training schools grew out of the religious and craft Sunday Schools of the 16th and 17th centuries. Trade schools originated in the 18th century. Company-based vocational training can be traced back to the Middle Ages, mostly for manual crafts. For a long period of time, skilled workers were recruited from the manual crafts. Training workshops (in factories and separate establishments) were set up during the 19th century, but only by a few relatively large firms, particularly by the management of the Prussian railways. In the 20th century, legal regulations for the training of apprentices in industry were issued by the German Committee for Technical Schools (DATSCH), an employer's organization. From the late 1920s examinations have been held by Chambers of Commerce and Industry for commercial apprentices, and in 1930 examinations were started for industrial apprentices. (CEDEFOP, 1984: 175)

The legal basis for vocational education in the Federal Republic of Germany is the Law for Vocational Training (BBiG) of 14 August 1969. Independent of the formal apprenticeship training system, there exists in Germany "a very high level of commitment to adult vocational education and training within firms where the concept of 'the learning company' is viewed as critical for economic success ... Further vocational training is directed towards bringing vocational qualifications abreast of scientific, technical and organizational developments. It is mostly firm directed, but other institutions such as the training establishment of the Chambers of Industry and Commerce and the training centres of the trade union federation are involved." (Yalnizyan & Wolfe, 1989: 91) The 1969 Act declared company training to be within the sphere of state responsibility, gave the state powers of regulation, confirmed the companies as responsible for implementing vocational training, and gave the unions decisive participation rights in determining the context of vocational training in companies. (Schmidt, 1979: 2)

Germany has had a long history of sharp differences of opinion between the social partners (capital and labour), and between the political parties, on the question of whether the financing of on-the-job training by individual firms should be replaced by a collective system of financing. In 1974 a Federal Commission (The Commission of Experts on the Costs and Financing of Vocational Training) investigated both the costs and financing of out-of-school vocational training and recommended the financing of in-firm training through a fund system. The final report suggested that firms were under no obligation to provide training; especially if training costs under the dual system were higher than that of finding a skilled worker (poaching), the tendency therefore would be to do less training or to restrict the mobility of one's own trainees by providing them with training limited to the firm's own needs. The report suggested that state measures had led to higher training costs, and training subsidies were rising, mainly because of the wages that must be paid to those undergoing training. It was also reported that there were organizational and regional fluctuations in the availability of training places. It was felt then, that the establishment of a vocational training fund would alleviate some of the difficulties inherent in the dual system. (CEDEFOP, 1984: 190) The funds, to be provided from a levy on all employers, would be distributed to the firms undertaking training according to regional, organizational, political and qualitative considerations. (CEDEFOP, 1984: 190) No legislation resulted from the recommendations of the report at that time, mainly because of opposition from industry and the Free Democratic Party within the government coalition. Both industry and commerce asserted that any form of a collective training levy on firms would result in increased administration, bureaucratization and control of on-the-job training which would result in restriction of initiative and organizational competence. (Munch, 1982: 276-280)

A collective funding mechanism was finally introduced in the Law for Promotion of Work Places (APIFG), 7 September 1976. The Act met with almost immediate parliamentary resistance as well as opposition from the employers' associations. The employers even offered to the Chancellor a deal that would have seen them increase the number of training places available by 40,000 (in 1976) if he would withdraw the legislation. (Schmidt, 1979: 3) To try and appease both labour and employers, the government tried to strike a compromise between the two positions: (i) the federal government would establish each year the supply of, and the demand for, training places; (ii) if the supply did not exceed demand by at least 12.5%, the federal government would have the legislative authority to impose a levy of 0.25% of the total wage bill on all companies with more than 20 employees; and (iii) the funds gathered from the levy could be used to pay a premium of between DM 3,000-5,000 for each additional training place created, according to the costs involved. "This arrangement did not introduce comprehensive central financing (which the unions wanted) but it established a legislative base for a central fund (which the employers had opposed). The Act worked to coerce companies into providing enough training places by forcing penalties on those who did not." (Schmidt, 1979: 3)

The 1976 Act also created the Federal Institute for Vocational Education. The governing body of the Institute is comprised of 11 union representatives, 11 employers' representatives, 1 representative from each of the 11 Federal Lander, and five representatives of the federal government (the Ministries of Education, Economics, Home Affairs and Labour and Social Affairs) who have 11 votes. The Institute has the following responsibilities:

> to carry out research into vocational training, in accordance with a research programme subject to the approval of the Ministry of Education; to advise the Federal Government on all important questions concerning vocational training; to prepare legal regulations for vocational training for issue by the Federal Government, e.g., training, further education, and financial regulations and procedures; to hold common discussions and to harmonize training procedures for firms within the scope of training programmes which are, in addition, governed by an administrative agreement between the Federal and state Governments; to finance vocational training; to plan, develop, establish and provide support for further training establishments which are separate from industry; to promote model trials for new vocational training institutions; to monitor the content of correspondence courses for vocational training and to maintain a list of the recognized occupations requiring training; to assist with the provision of statistics and prepare the annual report on vocational training. (CEDEFOP, 1984: 185)

It is the annual report that determines if supply has exceeded demand by 12.5% and whether the 0.25% levy should be activated. In December and January of each year, the main committee of the Institute meets to discuss the supply of training places which may be expected for the coming year. At that point they recommend to the Federal Government whether the financing regulation should be brought into force. This recommendation is based on the Institute's own statistics on vocational training, and is supplemented each year by surveys of companies' training activities. As well, further information is supplied by the Chambers on the number of training contracts conducted during the preceding year. (Schmidt, 1979: 4)

Following a complaint of unconstitutionality by Bavaria, the Federal Constitutional Court ruled on 10 December 1980 that parts of the 1976 Law for Promotion of Work Places was incompatible with the Basic Law and was therefore null and void. Because the 1976 Law included regulations for vocational training and established the mandate of the Federal Institute for Vocational Training, a new bill had to be introduced. The Government's main concern was to safeguard the legal position of the Federal Institute. This was seen, by the unions and a small section of the Social Democratic parliamentary party, as a good opportunity to introduce a comprehensive collective financing scheme and have it incorporated into the new law. Joachim Munch has suggested that the Government did not pursue this in its new legislation because its coalition partner, the Free Democratic Party, firmly maintained its opposition to the proposal. (1982: 280) The Government introduced a draft piece of legislation entitled "A Law to promote vocational training through planning and research" on 21 January 1981. The Vocational Training Promotion Act, as the draft legislation became known, was passed on 23 December 1981 and came into force on 1 January 1982. (CEDEFOP, 1984: 46-47) This new act contains no regulations concerning financing, but is otherwise essentially the same as the 1976 Act. In other words, the Federal Institute retains its role as the vital instrument in vocational training, and the legislative base for the fund remains in place. It should be noted that since its creation in 1976, the Federal Institute has never recommended that the Federal Government bring the levy into force, as the Institute has declared that sufficient training opportunities exist — 98% of those who seek training positions are placed. (Labour Canada, 1979: 52) The European Centre for the Development of Vocational Training (CEDEFOP) in Berlin has suggested that potential to impose a levy has probably had a positive psychological effect in as much as it has contributed towards an increase in training opportunities. (CEDEFOP, 1984: 191)

c) France

France has had a long history, dating back to the 19th century, of employer contributions to finance education. However, the education system in the 1800s was not very unified or cohesive: "...it was not the same education for all since the social and economic stratification of the French population determined the shaping of its dichotomized education." (Hallak, 1981: 351) The reason for this dichotomy, in part, is due to an educational levy introduced in 1867. In 1833, Guizot's government enacted legislation obliging all communities to open and maintain at least one primary school for boys. By 1848, approximately 3.5 million male pupils were enroled in 63,000 schools. It was not until Falloux's Law in 1850 that each community of more than 800 inhabitants was obliged to open a school for girls, and only then if its fiscal resources were sufficient. In 1867 Duruy's Law extended this obligation to all communities of 500 inhabitants or more. Communities were expected to finance their schools by levying a special tax — the three centimes and the four centimes — on the basis of the level of their productive activity. As a result, for a long period of time, the spatial development of primary education in France closely followed its spatial economic development. (see Hallak, 1981: 351-352) The Astier Law, 25 July 1919, represented an attempt to ameliorate France's unemployment situation at the end of the First World War: "One of its primary provisions was the imposition of an obligation on the communal authorities to set up gratuitous vocational training courses for apprentices and young salaried workers during working hours. The course provided the trainees with a complementary general education and a basic vocational training. The budget published on 13 July 1925 complemented the Astier Law by introducing an apprenticeship tax levied on employers to finance vocational training measures." (Legave & Vignaud, 1979: 16)

Vocational training in France is provided through: **initial vocational training** as part of the public educational school system; and **continuing vocational training** which is the joint responsibility of the social partners (i.e., employers and employees and their respective representatives) and the public authorities. This section of the paper is concerned with the system of continuing vocational training. In the wake of the events of May 1968 (when France was rocked by a wave of widespread student social protests that sparked a workers' revolt that paralyzed production for a month), capital, labour and the state embarked on a series of agreements vis-à-vis training and education. In the first instance, the National Inter-Trade Agreement, for vocational training and continuing training, was signed on 9 July 1970 by the National Council of French Employers (CNPF) and the trade union organizations; an agreement was signed in April 1971 for engineers, managerial staff and technicians; it all culminated with the Law of 16 July 1971 which established continuing vocational training as part of recurrent education. The Law of 1971 had two important features: the reorganization of the apprenticeship system and the imposition of an apprenticeship tax (at a rate of 0.5% of payroll) to co-finance the initial training system[57] The Law afforded all employees the right to training leave, plus it obliged employers to participate in the financing of continuing training through the so-called 'obligation to spend.' The 'obligation to spend' is the concern of this part of the paper. The Law of 1971 obliges all companies employing 10 or more wage-earners to spend a minimum sum each year on the training of their employees (0.8% of payroll in 1972 and 1973, 1% from 1974 to 1977, 1.1% from 1978 to 1987, and 1.2% since 1987). The 'obligation to spend' is a compulsory expenditure calculated from the total wage bill, according to a percentage which is fixed annually by the State within the framework of the finance law. CEDEFOP has characterized the 'obligation to spend' not as a tax, but as a system prompting the employer to spend at least the fixed amount. If the firm does not spend the legally required amount to either purchase training or train their workers, it must make the payment to the Public Treasury. It should be noted that payments to the Treasury due to insufficient expenditures have tended to decline since the inception of the 'obligation to spend' in 1971. (CEDEFOP, 1984: 241) Control of the employer's training expenditures is ensured by a special group of civil servants (the Groupe National de Controle [National Supervisory Committee]) under the authority of the Ministry of Vocational Training. Information is collected each year via a special tax declaration form. The General Confederation of Engineers, Managerial Staffs and Technician (UGICT) has suggested that the state has adopted a policy which tends to permit employers to use training funds to organize training controlled by themselves. The state's direction, they argue, encourages the development of public establishments and private bodies in competition with one another. They feel that the employers have more interest in spending their money in the private training market than paying it to the state. This, they suggest, is the real rationale behind the 'obligation to spend':

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[57] The proceeds of this tax are shared, according to a quota system, between the secondary or higher level of technological education and the apprenticeship system itself. (CEDEFOP, 1984: 231)

> In other words, the state uses its resources not in order to ensure a "Public Service for Continuous Training" but to initiate the development of a market for continuous training.... In reality, through this system the government aims at limiting its own expenditure, what it calls the policy of financial incitement-that is, they create conditions in which firms and wage earners supplement the necessary expenditure. The aim of the government is also political, to encourage collaboration between employers and wage earners, at the same time permitting employers to exercise pressure on the system of education. (UGCIT, 1972: 12)

As of 17 July 1978 all employers have been required to pay part of the 1.1% of their total wage bill directly to the State. Companies must pay 0.2% of their total wage bill to help finance the training of unemployed young persons. (CEDEFOP, 1984: 242; Legave & Vignaud, 1979: 25) The 0.2% contribution is subtracted from the 1.2% 'obligation to spend,' effectively reducing the amount employers are legally obliged to spend to 1.0% of their total wage bill on training. (Oechslin, 1987])

As suggested above, payments to the Treasury as a result of insufficient expenditures have been declining. This is due mainly to the fact that employers have a number of options available to them so as to discharge their 1.1% 'obligation to spend.' As seen above, employers must automatically contribute 0.2% of their 1.1% contribution to the State to help co-finance training measures specifically designed for unemployed youth and unemployed women of all ages. Of the remaining 0.9% obligation, employers may choose the manner in which it is discharged: (1) firms may finance training measures for their employees either through in-firm training or by an external training institution within the framework of a training agreement which has the acquiescence of the social partners; (2) they may allocate a sum not exceeding 10% of their total participation to locally or nationally approved bodies to support their research and experimentation activities on pedagogic methodology and information and training requirements (Legave & Vignaud, 1979: 77); or (3) contribute to a Training Insurance Fund (Fonds d'Assurance Formation, FAF).

FAFs were established as part of the Law of 1971. They are institutions organized on the basis of parity management and labour representation and are exclusively dedicated to continuing education. They have three objectives: (i) to give employers an additional means of fulfilling their obligation for training; (ii) to create a source of finance other than private enterprise and the State for operationalizing the training leave system; and (iii) to promote the principle of parity management in training administration. (CEDEFOP, 1984: 237; Legave & Vignaud, 1979: 74-75) The FAFs are established on a contractual basis within the framework of an agreement negotiated between labour and management at either the enterprise level, the occupational branch level, inter-trade level, the regional level or the national level. They require state authorization to receive the funds accruing from the obligatory participation to finance continuing training; and in turn the money is used to finance training for the employees of their member firms and occasionally to provide an allowance for the employees undergoing training. (Legave & Vignuard, 1979: 75) By 1979, 85 FAFs had been established, of which 30 were occupation-specific, working at the national level with 64,401 affiliated concerns employing altogether 3,074,160 workers. (CEDEFOP, 1984: 237) Of the courses financed by the FAFs, 81% are short-term, refresher and upgrading courses. The FAFs have been particularly attractive to small- and medium-sized firms who found that the funds allowed them to collectively spend their money more efficiently. Although in receipt of only 6% of the aggregate contributions (in 1979), the FAFs are steadily expanding in terms of numbers, activities and resources. Contributions to FAFs increased 2% between 1979 and 1980. In 1980, employers allocated their real expenses (of their 1.1% 'obligation to spend') as follows: 36% of contributions went to employer directed training, 7% to the Training Insurance Funds, 1% to approved research institutions, 10% went to apprenticeship programs and programs for youth (obligatory as of 1978), and 40% was used to pay the salaries of employees in training. The remaining 6% was allocated to programs for the unemployed or was paid directly to the Treasury. (CEDEFOP, 1984: 243)

The 'obligation to spend' has obviously had the intended consequences of redistributing the costs of continuing vocational training and education from the state to private enterprise. The table below, while only examining a six year period, clearly demonstrates this. Of course, the real measure of the success of the 'obligation to spend' is whether French companies devote sufficient funds to training. In this regard, the 'obligation to spend' has been successful: on average, French firms (as of 1987) spend the equivalent of 2.25% of their wage bill on training. Large firms (over 2,000 employees) contribute on average 3.62% of their wage bill to training (and as much as 10% in the case of certain high-tech companies), while small firms (10 to 19 employees) allocate on average 1.14% of their wage bill, slightly more than the 1.1% required by law prior to June 1987. (Oechslin, 1987: 660) The presence of statutory requirements have given French employers a figure to aim for, and they have often responded by surpassing legal obligations.

Table 2
Expenditures on Training By the State and Private Enterprise (milliard FF)

Year	State Expenditures	Expenditures by Private Enterprise
1972	1.7	2.8
1973	2.0	3.7
1974	2.3	5.0
1975	2.7	5.8
1976	3.1	6.5
1977	3.5	7.5

d) Sweden

Swedish employers are subject to two specific levies. The first is part of the 1975 General Educational Leave Act in which all employees, in both the public and private sectors, may take leave to study general, vocational or trade union subjects. For those who are eligible for study leave, study assistance is available. This study assistance is financed by means of a levy on the payroll of employers. In 1976 and 1977 the levy was 0.15% or payroll and it was increased to 0.25% in 1978. Applications for study assistance are made to regional committees, comprised of five union representatives and four county councillors. As a result of the composition of these committees, the unions have effectively controlled who receives grants. This control of the grant process is reflected in the fact that first priority for those seeking educational leave is given to those who seek union training. As of 1979, unused revenue raised through employer contributions revert to general government revenues. (Labour Canada, 1979: 58-60)

In the second instance, the National Labour Market Board (AMS) is financed through a combination of general taxes and employers' contributions, based on a 2% levy on wages. (Standing, 1988a: 98) The AMS is Sweden's central administrative agency for general labour market policies, including the employment service and vocational training. The AMS is a tripartite body and is the main agency for the purchase of employment training. The AMS operates through twenty-four regional labour market boards and 280 employment centres. As a result of a recent reorganization, greater emphasis has been placed on decentralization, and consequently the regional labour market boards have been given greater autonomy. "The implication of the decentralization is that the regional authorities have a generous measure of freedom when it comes to implementing their activities so that maximum quality and efficiency can be achieved." (Rollen, 1988: 115) Actual training programmes are operated through the Labour Market Training Centre (AMUs). The AMS, with its mixture of general tax revenues allocated from the government budget and the 2% payroll levy, purchases training, more often than not, from the AMU centres. It should be noted however that there is no obligation for the AMS to purchase training from the AMU centres. And while it is probable that the major share of training funds will be used to purchase training with the AMU group, there are a number of competitors offering training services: the regular school system, the institutes of higher education, study associations, industry and commerce associations.[58]

An interesting pilot project in Sweden was initiated in 1985. In the autumn of 1984, the Swedish government presented a bill to implement a compulsory fund scheme based on a profit levy, to be used for financing training and research and development. Adopted as legislation in 1985, the fund has become known as 'Renewal Funds.' It has been suggested (Standing, 1988b: 97-99) that the impetus for the Renewal Funds can in part be seen in the return to power of the Social Democratic Party (SAP) in 1982 and their desire to cut public expenditure to reduce the budget deficit, and to make labour market policy more effective in helping the structural adjustment process. At that time the new Director General of AMS, Allan Larsson, felt there was a need to 'help companies more' (especially high-technology, export-oriented industries), through supply-side measures such as training for skills upgrading. It was also becoming apparent that the educational system in Sweden had been slow to respond to changes in employment. One estimate suggested that changes in workplace skill took between 7 and 10 years to filter through into the implementation of new vocational courses in the school system. (Soderman, 1987) To that end, there was a need for a reorientation of training policies towards efficiency criteria that involved greater input from capital and labour, both in terms of finance and policy direction.

The Renewal Funds required all companies, with net profits exceeding 500,000 Skr (approximately $100,000 Cdn in 1985) to put 10% of their adjusted profits in 1985 into an account (known as a 'renewal account') at the Central Bank of Sweden. Companies with annual profit rates below 500,000 Skr were exempt from the scheme. This one-time deposit fund is to be used to finance either training (particularly for those with lower educational levels) or research and development initiatives. "To the extent that the companies used these accounts in accordance with the scheme (i.e., for education or R & D) they were not taxed. If no agreement between management and the local unions can be reached on how the funds are to be used, the account is blocked for 5 years and no interest will be paid to the company. After this period money goes back to the company but is subject to taxation." (Meidner, 1987: 238) Companies which want to use their accounts require the permission of the National Industrial Board. Furthermore, both management and local unions must agree on how the funds are to be used. If, by chance, the employees are organized in different unions with both LO (the Swedish Trade Union Confederation) and PTK (the Swedish Federation of Salaried Employees in Industry and Services) affiliation, and agreement cannot be reached between them, the union which organizes the majority of employees will represent labour in its discussions with management.

On the final day of payments into the Central Bank, 6,000 companies had deposited more than 5 billion Skr into renewal accounts. This was well short of the expected 8 billion Skr. Rudolf Meidner suggests that the short fall is due to the fact that many companies have successfully manipulated their balance sheets in order to reduce their recorded profits. (Meidner, 1987: 239) By mid-October 1986, the National Industrial Board decided on the use of 1.3 billion Skr, paid in by 1,600 companies. Of this amount, 500 million Skr was to be spent on educational activities, 300 million Skr for research, and 500 million for development. Meidner (1987: 239-240) feels that the final apportionment between education and R & D will likely shift in favour of education, although he offers no reasons for this conclusion.

As the Renewal Funds were conceived as a pilot project, and the Swedish Centre for Working Life is to undertake an evaluation study that will take some years to complete, it is hard to determine how successful the funds have been. However, it is possible to make a few observations on the funds. The funds' greatest weakness is that only large and profitable firms can participate in them. Meidner has offered his opinion that firms with low profits or no profits were discriminated against (1989: 14-15) and feels that a new scheme should include the hundreds of thousands of people who are working in firms with low profits or no profits, many of whom are in the same situation, or an even worse situation, than workers in high profit companies. He further suggests that as soon as you transfer money from high profit to low profit companies, there will be very heavy opposition — not only from business, but also from people who are working in the profitable industries, who in Meidner's words would say "We are making the profits and should we really contribute to education and research in low profit or no profit industries?" (Meidner, 1989: 15)

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[58] For a more detailed description of how training programmes are run through the AMUs, see Cavallius, 1988; Rollen, 1988; and Muszynski and Wolfe, 1989.

There is one other purpose to the Renewal Funds which would be almost impossible to replicate outside of Sweden: a strategy to reinforce Sweden's solidaristic wage strategy. The International Metalworkers Federation has described this purpose in the following manner:

> The funds were set up in answer to that eternal problem for trade unions — how do they iron out the wage increases for workers employed by companies making varying rates of profit in such a way that does not produce inflationary pressures and yet not leave workers in high profit companies without a fair share of the wealth they create, even though such a share would give them much higher incomes than a worker doing the same job in a low profit company down the road? (International Metalworkers Federation, 1985: 3)

In other words, by reducing net profits and redistributing surplus to the work force, renewal funds could reduce the pressure from the unions for higher wages, which in turn would disturb the solidaristic wage strategy. (see Standing, 1988b)

e) Summary and Conclusion

In the four countries examined in this paper, it is apparent that, despite national differences, there are a number of common characteristics in their approach to training. First of all, at least three of the four countries are cognizant of the importance of the contribution training and skills updating programmes have played in enhancing their competitive position in the world economy. This 'training culture' has permeated the policy framework of those countries and informed the policy-making process such that a notion of lifelong learning is intimately connected to the success, and hence the profitability, of the countries concerned. Secondly, the approach to training is based upon an understanding of the importance of both business and labour. The organizational strength and cohesiveness of both business and labour determines the extent of their respective contributions to the implementation of training policy. In accordance with the state, training policy in the U.K., Germany, France and Sweden is clearly based upon tripartite collaboration. In some respects, in Sweden, France and Germany, training policy is in some ways more bipartite than tripartite, with the state accorded a junior position. It should be recalled that training policy in France and Germany grew out of collective agreements signed between labour and management which formed the basis for government legislation. In fact, on the surface at least, it would appear that the greatest success in stimulating training has been in Germany and France, where the state has not played an active and coercive role in forcing a collective pooling of training funds as much as providing an incentive for employers to invest in their own workforce through suasion. In the U.K., the levy (1.1% of payroll) was regarded as an 'acceptable tax' rather than an incentive to train. (Employment and Immigration Canada, 1981: 226) Thirdly is the presence of a tripartite institution to oversee training policy: The National Labour Market Board in Sweden; the Industrial Training Boards and the Manpower Service Commission in the U.K.; and Germany's Federal Institute for Vocational Education. Only France lacks a separate labour market body like the others, but there exists a number of committees with tripartite representation. These institutions include representation from the state (at the local, regional and national level), labour and capital plus educational representatives.

The experiences of the four countries examined raises a number of concerns that any form of legislated training incentives must deal with. The first is the question of coverage. Exempting small firms from participation negates the effectiveness of training programmes. Often 'levy/grant' is instigated to prevent these small firms from 'poaching' skilled workers. Exemption of small firms makes the establishment of 'levy/grant' redundant. France seems to overcome this problem by establishing mechanisms (the FAFs) whereby small firms can pool their resources thereby efficiently maximizing their training expenditures. The propensity to undertake formal training is often a function of firm size (Ontario Manpower Commission, 1986: 2), and given the tendency for small firms to employ a higher percentage of unskilled labour, it is essential that these firms not be omitted from the funding mechanisms. A much larger question, and one that cannot be answered in this paper, is the question of what type of training is to be funded: firm-specific or more generic training. Employers are more likely to be keen about funding firm-specific skills to prevent both 'poaching' and the assurance that the training they are funding will have some sort of 'pay back' in the long run in terms of profitability. Employees, on the other hand, would no doubt prefer skills that are somewhat more general so as to facilitate movement between firms and sectors.

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Additional
Perspectives
on the
College System

Background Papers

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Perceptions of the Colleges of Applied Arts and Technology: Interviews with Cabinet Ministers and Other MPPs

Vision 2000

Perceptions of the Colleges of Applied Arts and Technology: Interviews with Cabinet Ministers and Other MPPs

Summary

In an effort to solicit responses from all stakeholders in the college system, Vision 2000 — a review of the the colleges of applied arts and technology — conducted interviews with a number of provincial politicians.

This two-part paper reports on the results of those interviews. The first part, authored by Peter Adams (MPP Peterborough), is entitled *Interviews with Members of the Legislature*, and is a compilation of MPPs' comments on the colleges. The second part, entitled *Interviews with Senior Provincial Politicians*, summarizes the opinions of the Premier, 13 cabinet ministers and the Leader of the Opposition.

Interviews with Members of the Legislature

All Members of the Legislature interviewed were generally positive toward the colleges and appeared to identify more with the colleges than with the universities in their jurisdiction. The MPPs believed the colleges have enormous grass roots and other support in the communities.

Members praised the colleges for being diversified. Colleges were viewed as lifelong learning institutions — more so than the universities — and were praised for providing part-time and evening courses. Members admired the way the colleges keep up with technological and professional change, despite what some see as inadequate funding.

However, lack of cooperative education was viewed as a weak point. The relationship between high schools and colleges was frequently mentioned as being inadequate, and was thought to have led to an underestimation of the value of college programs among school students. In terms of colleges' relationship to universities, MPPs felt better and fair transferability needed to be established. Members also felt it was important that information flow from colleges to business, industry, labour and community groups, and vice versa.

Many MPPs believed that many problems which the colleges are experiencing could be addressed through better cooperation and coordination. They also stressed that in order to deal with inevitable future changes, colleges must have the financial and political support in order to succeed.

Interviews with Senior Provincial Politicians

These politicians all recognized the importance of the colleges in Ontario's educational system. The general feeling was colleges have played a crucial role in providing post-secondary alternatives for youth who cannot or do not wish to attend university.

The senior politicians felt there was room for continued development, however. They encouraged college system-wide planning and standards; improved cooperation and coordination between colleges and government, other educational institutions, business, industry and the local community; an increased focus on general education; and a stronger emphasis on the supports necessary for recurrent or lifelong learning. They also recommended the colleges work to enhance its public perception as an institution offering a 'second class' education.

Comment sont perçus les collèges d'arts appliqués et de technologie : Entrevues avec des ministres et d'autres députés

Sommaire

Pour connaître l'opinion de tous les intervenants du système collégial, on a interrogé un certain nombre de politiciens de la province dans le cadre de Vision 2000, l'étude des collèges d'arts appliqués et de technologie.

Le rapport, qui se divise en deux parties, présente le compte rendu des entrevues. La première partie, rédigée par Peter Adams (député de Peterborough) et intitulée *Interviews with Members of the Legislature* (*entrevues avec des députés*), est une compilation des commentaires des députés à propos des collèges. La deuxième partie, intitulée *Interviews with Senior Provincial Politicians* (*entrevues avec les ministres et le chef de l'opposition*), résume les opinions du premier ministre, de 13 ministres et du chef de l'opposition.

Entrevues avec des députés

Tous les députés interrogés sont en général favorables aux collèges et semblent se sentir plus proches des collèges que des universités de leur circonscription. Les députés pensent que les collèges jouissent de l'appui de la base et du reste de la population.

Les députés approuvent la diversification des collèges. Ils considèrent depuis longtemps ceux-ci comme des établissements d'apprentissage permanent, beaucoup plus que ne le sont les universités, et ils les félicitent d'offrir des cours à temps partiel et des cours du soir. Les députés admirent la façon dont les collèges s'adaptent à l'évolution technologique et professionnelle, malgré un financement que certains considèrent comme insuffisant.

Toutefois, ils considèrent que leur point faible est l'insuffisance de possibilités d'éducation coopérative. Par ailleurs, ils mentionnent fréquemment que les relations entre les écoles secondaires et les collèges sont trop distantes, et pensent que cet état de choses a conduit les étudiants et les étudiantes à sous-estimer la valeur des programmes des collèges. En ce qui concerne les relations entre les collèges et les universités, les députés pensent qu'il faut établir des systèmes d'équivalence justes et meilleurs. Ils estiment également qu'il est important d'établir un dialogue entre les collèges, le monde des affaires, l'industrie, le monde du travail et les groupes communautaires.

Beaucoup de députés pensent que les collèges pourraient solutionner les nombreux problèmes auxquels ils se heurtent grâce à une meilleure collaboration et coordination. Ils soulignent également que pour réussir à assumer les changements inévitables que leur réserve l'avenir, les collèges doivent bénéficier de soutien financier et politique.

Entrevues avec les ministres et le chef de l'opposition

Ces hommes politiques ont tous reconnu l'importance des collèges dans le système d'enseignement de l'Ontario. Ils ont, dans l'ensemble, l'impression que les collèges jouent un rôle crucial en offrant un enseignement postsecondaire à des jeunes qui ne peuvent pas ou ne souhaitent pas aller à l'université.

Ces politiciens estiment, toutefois, que les collèges peuvent encore faire des progrès. Ils préconisent l'établissement de normes et la planification à l'échelle du système collégial; l'amélioration de la collaboration et de la coordination entre les collèges et le gouvernement, d'autres établissements scolaires, le monde des affaires, l'industrie et les collectivités; une orientation plus marquée vers la formation générale; et l'accroissement des ressources qui permettent le retour aux études ou l'éducation permanente. Ils recommandent également que les collèges améliorent leur image, étant donné qu'à l'heure actuelle on les considère comme des établissements offrant un enseignement de «deuxième ordre».

Peter Adams
M.P.P., Peterborough Riding

Interviews with
Members of the Legislature

Interviews with Members of the Legislature

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Interviews with Members of the Legislature

Introduction

I was delighted to hear that there was to be a comprehensive review of Ontario's colleges during the year following their twentieth birthday. It seemed to me that useful results might be achieved from the process of such a review as well as from its outcomes.

The Vision 2000 review is conceived as a "... highly consultative and inclusive process ... " designed "... to define a clear and coherent role for the college system in the next century." It addresses the question: "What should the college system look like in the year 2000 and how do we get there from here?" (Ontario Council of Regents, Annual Report, 1987-88).

As a Private Member of the Legislature, it occurred to me that it might be appropriate to add comments from Members to the contributions being solicited from students, faculty, board members and others. Members of the Legislature all have to deal with college issues from time to time and many have frequent direct contacts with one or more colleges.

The former Minister, the Honourable Lyn McLeod, was very supportive of the sort of inquiry I proposed. My idea was to approach Members in an informal way to draw out specific or general comments based on their experiences with the college system.

I sent a letter with some background information (Appendix 1) to every Member of the Legislature except Members of Cabinet. All but one of the respondents indicated a willingness to participate. I am most grateful to everyone who participated and apologize to those I did not reach.

I used a short series of questions (Appendix 2) as a basis for discussion with Members. Meetings ranged from five to ten minutes to half an hour in length. I did not set out to collect statistics or to determine everyone's point of view on one or more items. Hence, in this summary report, I use expressions like 'many Members' or 'some Members' or 'most Members' to give some sense of the weight of opinion behind a particular idea or point of view.

I must stress that the following is my interpretation of the more frequently mentioned topics. Readers should be aware that assertions made here are based on my conversations with Members rather than an elaborate research project.

A list of the Members who participated forms Appendix 3.

Summary of Members' Comments

Relations Between MPPs and the Colleges

Most Members interviewed met with representatives of their local colleges or attended college functions at least two or three times each year. These contacts almost always included formal events like convocations but also included issue-driven meetings with board, administration, faculty or students. Several Members are briefed more or less regularly and formally by representatives of their local college.

I was struck by Members' high level of interest in and identity with their college. It seems to me that Members identify much more closely with colleges than with universities in their regions. In part, this reflects the 'community' nature of the community college.

I would suggest that individual colleges and the Council of Regents might do well to bear in mind this interest on the part of Members. MPPs like the idea of keeping in touch with their college. In return for information from the college community, Members have a fair amount to offer in addition to their roles as elected representatives. For example, in this Legislature, we have Members who were involved in the founding of colleges, have served on and chaired college boards, who have taught in colleges and, of course, who were students in them.

Links Between the Colleges and the High Schools

Almost every Member mentioned relations between high schools and colleges. None was satisfied with the current state of affairs. Almost in the same breath, Members talked about a gulf between the two systems and what they saw as wasteful overlaps. Points made included:

- that there must be more communications and cooperation between high schools and colleges — locally and province-wide.

This would have a positive effect on such things as:

- reducing unnecessary repetition of courses and programs, especially technical and technological courses offered in both systems
- the development of a mechanism for carrying credit from high school to college
- the development of a means of allowing a student to complete a high school diploma in college
- making effective use of expensive state-of-the-art equipment in one or other of the systems
- improving the image of 'college'
- improving the image of 'trades'
- bridging between cooperative programs in high schools and colleges. (Members see co-op programs as having a very important place in colleges; see further comments of this elsewhere.)
- improving teaching skills in colleges and increasing awareness of the 'real world' in high schools. (Members tend to believe that college teachers should be drawn largely from industry and business, but that they should concern themselves formally with teaching skills in a level of our education system which itself is a teaching level. One Member pointed out that high school teachers may well be part-time college students but the reverse is rarely true. Teachers in each system should be encouraged to gain experience in the other for the benefit of their students.)

* that some rationalization is necessary between high schools and colleges for such things as the delivery of apprenticeship programs, the teaching of English as a Second Language, literacy etc.

Members are generally concerned that 'skills' training in our society may be overlooked in the on-going division of responsibilities between high schools and colleges, between business and the education systems, and between Ministries. Some expressed the hope that the decision to combine the three provincial Ministries of Colleges and Universities, Education and Skills Development under a single Minister will provide an opportunity for valuable rationalization.

* that the image of 'college' in Ontario might be improved by increasing awareness of the colleges' strengths and by refocussing their roles.

While Members almost invariably expressed admiration for much that the colleges are doing and felt that their constituents were extremely supportive of the local college, almost all expressed concern about the image of 'colleges' in the schools. They believe that there exists in the high schools an ignorance about, and an underestimation of the programs which the colleges have developed during the last twenty years. They believe that this image problem must be addressed for the benefit of the students and the province as a whole (see elsewhere).

One Member said that School Boards tend to 'poach' from the colleges by offering duplicate evening courses. He believes that colleges and schools should cooperate in such matters but that other things being equal, the college is the best place for adult evening courses.

Relations Between Colleges and Universities

Many Members were interested in relations between the colleges and universities, although this relationship attracted fewer comments than high school/college links. Two or three Members said that they had heard that more students transfer from university to college than vice versa. I suspect that this is a statistic which reflects that 'lifelong learning' role of the colleges, which all Members accept as one of the more successful aspects of our colleges, rather than the simple transfer of full-time students. However, I do think that it would appear as a curious state of affairs in many other jurisdictions, where people tend to think of a progression from high school to college to university.

In Ontario, at this time, this is not an easy progression. Although there appears to be a considerable number of individual transfer arrangements between particular college and university programs, I have heard of no such arrangements at the institutional (i.e., college to university) or system-wide level. Furthermore, it would appear that existing transfer arrangements are not widely known among Members nor, I suspect, between students and guidance teachers.

While no Member seemed to support the idea of our colleges becoming simply a stepping stone between high school and university, most supported the idea of some well-controlled, well-publicized means of acquiring credit in college which can be transferred to university and vice versa. One Member felt that this might be achieved by simply greatly increasing communication between the faculties and administrations of the two systems. This same Member, echoed by others, stressed that this rationalization of credit should include some way of recognizing the academic 'worth' of technological credits. One Member pointed out that U.S. institutions do recognize community college credit from Ontario. Most Members agreed that there must be some fair way to establish 'equivalence' of credits.

As in the case of high school/college relations, some Members felt that there is, at present, a waste of expensive equipment and facilities because of a lack of cooperation and communication between colleges and universities.

The Nature and Roles of the Colleges

All Members interviewed were comfortable with the idea of colleges as institutions which offer both general academic and technical/technological programs, although most tended to stress the latter. Most seemed to see the colleges as offering good basic full-time education while having an unique role in delivering high quality technical and technological programs.

With respect to full-time studies, Members generally admire the way in which colleges have kept up with technological and professional change despite what some see as inadequate financial support. Many Members emphasized that the colleges must have the resources to keep pace with changes in technology. A few Members mentioned 'more Ryersons' (two or three), and one mentioned the idea of a couple of Liberal Arts centres within the system. One mentioned a 'B.A. Technology' which might be earned in some system-wide fashion.

At the same time, Members are enormously supportive of the colleges' part-time and evening course roles. They are full of admiration for the cultural and technological enrichment which colleges provide for their communities through both credit and non-credit courses. It is difficult for many of us to imagine what our communities were like, twenty years ago, before this vast array of college offerings became available.

A number of Members suggested that the colleges play a vital role in the retraining of middle-aged and older men and women.

While accepting and endorsing this vital, very local and mainly part-time role, Members talked most about the colleges as centres for full-time life-long education. They believe that the colleges have done well to keep up with the educational needs of young people. As well, the colleges have adapted to our rapidly changing society and met the needs of those with limited financial support.

Most could mention regional specialization in their colleges, for instance Tourism, Forestry, Hospitality or Nursing. Many could proudly cite provincial, national or even international specializations which draw students to their communities from far and wide. Several Members praised the outreach programs of colleges in the North and elsewhere.

It seemed to me that Members are very supportive of the non-local roles which their colleges have developed. For example, whenever the recent decision to allow the colleges in southern Ontario to have student residences was mentioned, Members were invariably supportive of the recognition that their community college was serving a much wider market than the local community. All saw this as enriching, rather than replacing, more local roles.

In talking to Members about their local colleges, I became increasingly aware of the diversity of the institutions which have developed in two short decades. Members seem to like the idea of some specialization within the system; they are very comfortable with this diversity but some concern was expressed about links between the colleges. There was some discussion of potentially unhealthy competition between the colleges for students and of unnecessary barriers for students wishing to transfer within the system. Some Members support the idea of a system-wide mechanism for credit transfer. Some see extreme diversity as a possible hindrance to the flow of students between high school and college and between college and university.

Members believe that the colleges have already established a variety of important relationships with business, industry and labour. Many could cite particular projects or programs involving healthy partnerships. Almost all Members see this as a development in the colleges which has been of great importance to their communities and the Province as a whole. This is one of the key ways in which the Province can 'keep up' with technological and organizational change.

Cooperative education was almost always mentioned in this context. Members seem to believe that this form of education is particularly important in the colleges. They also believe that the colleges are the logical institutions to develop and deliver cooperative education programs because of their close regional links with business, industry and labour.

Adaptation to change is necessary at various levels; one of these levels is the regional, including community, level at which the colleges operate. The colleges are, in effect, regional institutions which present provincial, national and international programs which in turn provide information about change and infuse it at the local level.

At its best, cooperative education is a two-way process. Information flows from the colleges to business, industry and labour and vice versa. Members stressed that they do not see cooperative education as something which is designed only for technical or technological students. It is a way of giving students of all disciplines, and their colleges work experience while keeping the business world abreast of what is being learned in college.

Members generally view colleges as lay providers of technical and technological education. They see links with business, industry and labour as being particularly important in the development of that role.

A simple example, also mentioned in the context of relations between schools and universities, is community access to state-of-the-art hardware (machinery, equipment) and software (computer, software, management techniques). One Member stated that if expensive state-of-the-art equipment is available anywhere in a region, it should be made accessible to everyone who might benefit from it. Thus, if industry has a new device, students should be encouraged to use it and conversely, if a college has new equipment, industry should be encouraged to use it. Members see the colleges as playing a facilitation role in this process. To maintain this vital role, however, our colleges will require the resources to obtain and operate the devices and equipment.

A very important aspect of education in industry is apprenticeship. Many Members deplore the limited development of apprenticeship programs in Ontario.

They lay blame for this at various doors, including the Government of Ontario. It was in this context that the comments and criticisms were most often made about skills training being overlooked in the on-going division of responsibilities noted earlier.

From Members' anecdotal information, it would appear that some colleges and communities handle the apprenticeship matter better than others.

Members frequently expressed frustration at the mixture of jurisdictions faced by those trying to deliver apprenticeship programs including private and public sector, union and management, federal, provincial and municipal government, a variety of Ministries and so on. Several Members expressed the hope that the colleges would have an important role here also using, for example, their links with the schools, industry and government. One Member in particular felt that the healthy involvement of powerful educational institutions in apprenticeship is vital if some of the old 'traps' of apprenticeship programs are to be avoided in the future.

This discussion of relations between business, industry, labour and government and the colleges brings me to another theme which recurred in my discussion with Members: This is the pivotal place of colleges in our communities to facilitate communication between all facets of education in our rapidly changing society.

Education today clearly is not limited to the confines of schools, colleges and universities. It is not limited to one particular age group or to any particular social class. Industry, business, labour and public sector organizations (hospitals were often cited as an example) are all more or less involved. Lifelong learning is now a reality for the majority of people, either as an occupational necessity or as a social habit. Our colleges are already highly adapted to this fact partly because they have developed during two decades in which this approach to education has become accepted. Colleges routinely offer courses for teenagers and seniors, for highly educated people and for people with limited formal educational levels. The diversity of their student populations and the even greater diversity of their programs, from leisure-time courses to industrial organization, from basic literacy to state-of-the-art, high technology, ensures that the colleges have unusually close links with all of the players involved in education today. These players include schools, universities, business, industry, labour, all levels of government, regional public sector institutions and many more. Through these links, the colleges are uniquely placed to help society adjust to change.

Several Members believe that the Government must help mount a major campaign to strengthen the image of colleges. This point was also made in connection with the image of the 'trades.'

Many Members see the colleges as having an important liaison role for education in their communities. They see the colleges as some type of community catalyst in the complex world of education today. Several Members pointed out that this is a role which the colleges have already, consciously adopted.

Concluding Remarks

1. Every Member interviewed accepted his or her college and the colleges in general as a very good thing. They all believe that the colleges have enormous grass roots and other support in their communities.

2. One Member said, "this is the most significant level of our educational system for the next 30 years. Without proper management here, we will miss the boat. We can no longer import the skills. Put the money there."

3. The extraordinary diversity of colleges which has developed over the last 20 years warrants recognition. It is also noted that some colleges are handling apprenticeship programs better than others and should share information with others. The same could be said for such things as college-university or high school-college relations, or the development of residences. While competition between colleges can be healthy they must avoid wasteful or negative competition. Many of the 'problems' identified might well be solved by cooperation alone.

4. Many Members believe that the development of 'college spirit' and of an active campus life will have a positive impact on the image of colleges.

5. Colleges have done well to keep pace with changes in technology and society. To meet inevitable future changes, colleges must have financial and political support in order to succeed.

Appendix 1: Letter and Circulated Material

The following letter and accompanying material was circulated to all Members of the Legislature except Members of Cabinet.

Letter

April 21, 1989

Lyn McLeod has asked me to conduct short interviews with Members who have a College in or near their riding. This is part of the Vision 2000 review of the College system.

Could you advise Celine, in my office (965-9646) if you are interested in being involved in this process? The review is not confined simply to Members who technically have a College in their riding.

I will need, perhaps, fifteen minutes of your time.

I enclose some background on Vision 2000.

Best wishes,

Peter Adams, M.P.P.

Peterborough

PA/cd

Introduction

1. The aim of the scan

Vision 2000 calls upon members of the college community and public to envision the future direction of the college system. Vision 2000 aims to begin exploring the future in order to encourage people to think strategically — to describe, analyze and interpret assumptions about the future — and, begin the process of planning responses based on 'visions arising.'

The aim of *With the Future in Mind* is to provide common ground for these visions by 'setting the stage' upon which colleges will act at the turn of the century. This sketch of the future depends upon a number of key working assumptions about the world and the nature of work, the economy, demographics, and major social issues and trends.

The intent of this 'environmental scan' is to stimulate a discussion of the relevant assumptions and trends which will shape the world the colleges will operate in by the beginning of the next century.

Finding a consensus about the most important features of the future is a difficult task. Some assumptions seem valid since they are based on 'know facts,' for example, the number of people who will be 17 to 24 years old a decade from now. But even such apparently ironclad projections could be altered by immigration patterns and unforeseen events.

With the Future in Mind is an attempt to collect the relevant assumptions, trends, and implications for the future from books, data bases, interviews, and reports. By definition, attempts to grasp the future are only informed guesses. Imperfect though these attempts to sketch the future may be, they are also an absolutely essential part of our efforts to direct our destiny.

Strategic planning is risky and mistakes are probable. But there is an even greater risk if we do not try to anticipate and adapt to or shape the changes taking place in our society. Vision 2000 aspires to facilitate strategic planning by Ontario's colleges. This environmental scan is meant to be a contribution to your efforts to plan your future through Vision 2000.

2. A view of the scan from the Vision 2000 Steering Committee

The Steering Committee considered a draft version of *With the Future in Mind* on January 25, 1989. They were asked:

Which trends/assumptions will be the most important factors shaping the future role and organization of Ontario's colleges?

In response, the Steering Committee outlined a number of influences which they thought might be most relevant to the future of the colleges.

For the Steering Committee, one of the central forces shaping the changes over the next decade will be a growing interdependence amongst and between countries. Sometimes referred to as the "globalization of the world economy," many members of the Steering Committee were convinced that international and domestic competition would intensify over the next decade. What this competition would mean for Ontario's colleges was not as clear.

For some, greater economic competition means that there will be an increased need for collaboration and leadership. For other, competition will mean greater rivalry between colleges for both students and limited funding. Either way, Steering Committee members were convinced that colleges would have an important role to play in equipping workers and citizens not only to cope but succeed in the new global economy. The society of the future will require more skilled workers and better prepared citizens.

In turn, many members expressed the view that our response to the changes wrought by competitive forces will be shaped by the significant shifts in the composition of Ontario's population. Immigration, the increasing proportion of middle age and elderly in the population, the continued growth of metropolitan Toronto, all of these trends mean that education in general and the colleges in particular must adapt. The move away from traditional patterns will mean serving new and old constituencies in innovative ways that overcome dividing lines.

According to this perspective, adult learners looking for retraining and upgrading should and most likely will be the most important component of the college constituency. In turn, Steering Committee members suspected that this implies a more open and articulated system where entry is simplified and transfers from one program to another and one institution to another are a matter of course. Ironically, the social and economic needs which call for recognition of the principle that "what people have already done or learned, counts" may also mean that for education the best response to greater global competition is more collaboration.

Essentially, many members of the Steering Committee were convinced that the integration of social and economic dimensions will continue. As a result, the drive towards recurrent learning, higher literacy levels, greater specialization, inter-institutional permeability, and the proliferation of credentials will continue. At the turn of the century, multiculturalism will be the mainstream focus, not only because of the changing composition of Ontario's population, but also because Ontario must embrace a global perspective.

Striking a note of caution, some members questioned whether there would be additional funding to meet this potential explosion of needs. Continued limits to public funding combined with greater demands for all public services, including health care, will maintain pressure for productivity gains as the main response by colleges to increases in demand. Yet, as a few members pointed out, the greatest leaps in productivity occur through changes in the way we work not the amount. This implies that colleges will likely move away from the traditional sites and methods of teaching.

Steering Committee members were of the opinion that problem solving approaches to education would become predominant. As the population demanding community service, technological adaptation, and life skills courses expands, programs which now are deemed special or out of the ordinary will become preponderant. Programs will fit into the community they serve, be it courses in the workplace that take advantage of employers investment in up-to-date technology or immigrants learning English as a second language in their community centres. All of this will reinforce the trend away from full-time towards part-time study.

A few Steering Committee members drew attention to the potential indifference of students between private and public provision of education. The ascendancy of this attitude reflects, in part, the growing variety of educational needs. In order to meet the diversity of their needs, students will turn to a range in institutions and settings. Similarly, employers looking for new applications of technology are likely to look for joint ventures and applied research and development projects with educational institutions, including the colleges.

Finally, Steering Committee members raised a number of cautionary flags. Overall it is important to acknowledge that all environmental scans are limited by our current understanding of trends and future events. Some projections are bound to be wrong. Thus the challenge, as some members noted, is to resist looking for definitive answers and instead discover the values and principles which should inform our approach to an uncertain future.

The hope was expressed that readers of the scan would distinguish assumptions about what might be from givens which describe what is or has been. This means trying to come to terms with many intangibles such as the extent to which colleges will be able to determine their own destiny and whether or not colleges are able to embrace internally the values which will make the pursuit of innovation and equity possible.

As with any effort to draw a map, the world has changed by the time the ink is dry. It is our hope that this scan will be a living document in the hands of the college system; with your input it will grow to take into account new dimensions and changes. Already, the early drafts of this scan have been useful for Study Team members who engaged in developing consultation and research agendas for Vision 2000. We hope you will find it useful as well.

Glimpses of the future ...

"The theme ... 'the past will not carry us into the future,' was not intended to reject the success of the past or the enormous achievements of the colleges, but rather to suggest that the mere projection of the past into the future will not be sufficient to meet either societal or individual goals."[1]

Interviews with Selected Canadians About the Future and the Future of Ontario's Colleges

Vision 2000 asked a few Canadians about the future and the colleges. We asked: What will be the biggest difference between now and the year 2000 and what are the implications of this difference for the colleges?

And they said:

DR. ROBERT McCLURE
FORMER MODERATOR UNITED CHURCH OF CANADA
MEDICAL MISSIONARY TO CHINA

Biggest difference will be ... "a great movement toward equality; far more interdependence and equality of power and resources. If this isn't the biggest difference, then the biggest difference will be social chaos..."

Colleges' role: "We must cultivate a sense of community spirit; a better world community begins in our neighbourhoods and colleges can play a big role in bringing communities together ... We can't change the mind of an adult, we must inculcate a sense of community and interdependence in the minds and hearts of the students in the high schools and colleges ..."

DR. SHIRLEY HOLLOWAY
DEAN OF TECHNOLOGY
GEORGE BROWN COLLEGE

Biggest difference:"...The development of new technologies will raise the educational level of the workforce required to keep Canada competitive in the global economy. There will be an increasing demand from this workforce to influence the social choices which the technology embodies..."

Colleges' role:..."The colleges must respond to the need for increased educational opportunities by offering imaginative, flexible and individualized programming for students of all ages and previous attainments. These opportunities must include not only technological education but also consideration of economic, social and environmental issues which society as a whole is facing..."

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[1] "The Past Will Not Carry Us Into the Future," remarks by Dr. Brian Segal, President, University of Guelph, to the Association of Colleges of Applied Arts and Technology of Ontario, Second Annual Norman Sisco Lecture, February 10, 1989

DR. JOHN GODFREY
EDITOR, FINANCIAL POST

Biggest difference: "... for Canadian society, the aging population will be most significant as it impacts on earning power, who's available for work, who's interested in education, retirement age and just about everything else ... And this older population will be more active..."

Colleges' role: "Colleges will have to cater effectively to wider age clientele. They will have to learn to deal with a far more knowing, active, and older student ... Teaching methods will have to change to accommodate experience ..."

MR. ROBERT BATEMEN
ARTIST

Biggest difference: By the year 2000 ... "Planet Earth will have received the attention it deserves ... We will have realized that the best things in life aren't free: clean air, clean water, and the song of a bird ... it will cost less to begin fixing today ... if we wait, the costs will be incredible. Hopefully, by the year 2000, people will have realized the false premise of 'job blackmail' (cleaning up the environment will cost jobs); that jobs and the economy generally require a safe and healthy environment ..."

Colleges' role: "... all faculties should be directing part of their curriculum to environmental issues ... it's everyone's business and I believe that educators should spend more energy on the 'economics of aesthetics': quality of life, a beautiful environment pays. We need to teach the benefits of intrinsic respect for the landscape ..."

DR. ROBERT GORDON
PRESIDENT, HUMBER COLLEGE

Biggest difference: "By 2000, the Cold War should have wound down as nations grapple increasingly with the crisis relating to how mankind can survive, let alone co-exist, in a shrinking world ... Major emphasis must be placed on preserving the environment. Success can only be guaranteed by accepting that the world will be so inextricably interdependent, that global actions must be mutually beneficial to rich and poor, creditor and debtor countries alike. Ontario/Canada will have to find ways to preserve its own quality of life without abrogating its traditional responsibility as a dispassionate geo-political player with integrity and as a compassionate world humanitarian ..."

Colleges' role: "... nothing less than a massive commitment of ... resources to enable all our people to cope in the information age, will allow Canada to remain in the front rank of nations. The colleges will have to justify their position in the face of private sector competition and must earn their way as primary delivery agents of education and training to job entry by demonstrating that they are current with their programs and human resources and entrepreneurial, flexible, and creative. Otherwise, they will become irrelevant as the fast-moving private sector seeks other means to meet its goals ..."

MS. MICHELLE LANDSBERG
WRITER/COLUMNIST

In commenting on the role of the colleges from now to the year 2000 and beyond: "Colleges must lead the literate to grasp the tools of technology; to lead those steeped in popular culture to gain some critical distance; and they must lead all to share in the thrill and power of accurate and vivid reading and expression ..."

MR. GORDON WILSON
PRESIDENT, ONTARIO FEDERATION OF LABOUR

"The next ten years offer us the opportunity to make a better life for all people or to destroy our world. We can choose peace, environmental sanity, social responsibility and economic planning that lets nations and peoples share in the world's wealth.

If we fail to make these choices, we may not have a world in the year 2000. The role of the colleges is to strengthen their commitment to broad, accessible and relevant education that meets the needs of the whole community."

MR. DAVID R. PETERSON
PREMIER OF ONTARIO

"The 21st century will see a more fiercely competitive global economy. Our former customers will be our competitors. Newly-industrialized countries will be vying with us to sell their goods and services in established markets, and racing to beat us into emerging markets. The challenge to our college system will be to train highly-skilled workers who can succeed in this type of environment. More than ever, Ontario will need workers who know how to quickly acquire new skills, adapt to new technologies and to adjust to the rapidly shifting demands of a global marketplace."

MR. DAVID G. VICE
CHAIRMAN AND PRESIDENT NORTHERN TELECOM, LTD.

Biggest difference: "The most dominant forces making a difference between now and the year 2000 will be both the intensification and the globalization of competition ... most visible manifestation being the surge of cross-frontier acquisitions, mergers and alliances by companies in all parts of the world. The economic and competitive landscape is undergoing irreversible and far reaching changes that are challenging the existing world order and, at the same time, challenging Canadian business to prepare now for a more competitive future..."

Colleges' role: "... the merging global economy is centred on information and knowledge and, in this environment, education is the essential raw material. Economic wealth is not so much in the ground today as it is in the minds of people — in their training, education and ability to understand and respond to the forces driving the intensification of competition. We're looking to our universities and colleges for much higher levels of performance. Excellence is the issue. A basic factor will be the rate at which the universities and colleges produce people with creativity, vision, professional expertness, and understanding of the competitive challenge we'll face when our future growth and prosperity will depend on Canada's ability to compete and win world markets. In an era when the world competes on new technology and new knowledge, education must be at the leading edge, because as the excellence of higher education suffers, so does economic performance. It's that simple and that challenging ..."

MS. LOUISE GAUTHIER
BARRISTER AND SOLICITOR, TIMMINS, ONTARIO
VICE CHAIR, ONTARIO COUNCIL OF REGENTS

Biggest difference: "... will be in the composition of the college student body. There will be more part time than full time students. As well, the student population will be older than at present as the number of young entry level students decreases while the number of older students increases. The emphasis of college course offering will need to shift from post-secondary programs to continuing education, re-training and upgrading programs.

Colleges' role: "To address these changes, the colleges will have to become more competitive, change their methods of service delivery, and examine the relevance of their course offerings. In addition, the complexion of the colleges' physical plants should change. With the increasing diversity of the student population and the demand for re-training and distance education programs, the current model of a concentrated, central campus will give way to a more decentralized setting. We will see more of the 'Futures' type of arrangements with training taking place at industrial sites rather than college campuses."

Appendix 2: Guide for Interviews

1. Your local College is ________________.

2. How often do you meet with local Chair and/or President for briefing on College issues?

3. With respect to the College systems' first 20 years, what have they done well?

4. What concerns do you have about the Colleges then/now?

5. What are the major changes, if any, you would like to see to what Colleges do and/or how they do it?

6. Other comments.

Appendix 3: List of Members who Participated in the Survey

Richard Allen — Hamilton West

Michael Breaugh — Oshawa

Douglas Carrothers — Oakville South

Donald Cousens — Markham

Diane Cunningham — London North

Hans Daigeler — Nepean

Michael Dietsch — St. Catharines-Brock

Walter Elliot — Halton North

Allan Furlong — Durham Centre

James Henderson — Etobicoke-Humber

Kenneth Keyes — Kingston and The Islands

Taras Kozyra — Port Arthur

Steven Mahoney — Mississauga West

George McCague — Simcoe West

Carman McClelland — Brampton North

Dalton McGuinty — Ottawa South

Karl Morin-Strom — Sault Ste. Marie

Frank Miclash — Kenora

David Neumann — Brantford

Cindy Nicholas — Scarborough Centre

Yvonne O'Neill — Ottawa-Rideau

Bruce Owen — Simcoe Centre

Jim Pollock — Hastings-Peterborough

Doug Reycraft — Middlesex

Marietta Roberts — Elgin

David Smith — Lambton

John Sola — Mississauga East

Larry South — Frontenac-Addington

Noble Villeneuve — Stormont, Dundas & Glengarry

Douglas Wiseman — Lanark-Renfrew

Charles Pascal
Chair — Vision 2000 Steering Committee

and

Mora Thompson

Ontario Council of Regents

Interviews with Senior Provincial Politicians

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Interviews with Senior Provincial Politicians

Introduction: Background and Methodology

Between April and September 1989, Charles Pascal, Chair of the Ontario Council of Regents and the Steering Committee of Vision 2000, interviewed Premier David Peterson, 13 of his cabinet colleagues, and the Leader of the Opposition to obtain their impressions of the Ontario college system, as well as their reactions to Vision 2000's review of the system's mandate. (See Appendix 1 for a list of the MPPs interviewed.)

These interviews fall within the purview of Vision 2000's Study Team 1, which, as part of its mandate to draw an empirical portrait of the college system, is looking at Ontario's colleges from the "eye of the beholder." The observations reported here are a part of the research undertaken for Vision 2000 aimed at assessing the attitudes of different segments of Ontario society towards the colleges. Study Team 1 has already prepared a report, *With the Future in Mind: An Environmental Scan* (Ontario Council of Regents, March 1989), which includes quotations by selected prominent Canadians on the future and, more specifically, the future of colleges.

The interviews with Ministers took place at the suggestion of the Honourable Lyn McLeod, then Minister of Colleges and Universities. She wrote to her Cabinet colleagues to recommend they meet with Dr. Pascal, stating:

> As part of the consultation process of Vision 2000, (Dr. Pascal) would like to meet with you to discuss issues relating to the college system both in your capacity as a Minister and (for) any thoughts you may have on (your) local college ...

Following Ms McLeod's request, a letter was written to each minister enclosing a briefing package on Vision 2000 and confirming the request to meet with her/him. Later, an invitation was extended to the Leader of the Opposition, the Leader of the Progressive Conservative Party, and the education critics for both opposition parties.

In each interview, the following set of questions was posed:

1. How often do you meet with your local college board chair and/or president for a briefing on college issues and college system issues?
2. With respect to the college system's first 20 years, what have the colleges done well?
3. What concerns do you have about the colleges then and now?
4. What are the major changes, if any, you would like to see to what the colleges do and/or how they do it?
5. Do you have any other comments?

The majority of the interviews lasted 45 minutes. At the beginning of each, a brief backgrounder/progress report on Vision 2000 was provided. It was explained that the results of the interviews would be aggregated without attributing the sources of the comments. This would ensure the MPPs' anonymity and encourage frankness in their comments about the college system. At the end of each interview, Dr. Pascal stressed that he and his Vision 2000 colleagues would welcome feedback on Vision 2000 papers, which would be sent out as they became available.

The interviews were casual exchanges of impressions and ideas. No tapes were made and the reader should note that the aggregated responses to the questions are paraphrased, not an exact transcription. The interviews were obviously not designed to yield quantitative data for statistical analysis.

It was originally the intent of the Minister of Colleges and Universities to interview all members of Cabinet who were contacted. However, time pressures permitted the scheduling of only half the interviews.

Mora Thompson, then a staff member with the Ontario Council of Regents, accompanied Dr. Pascal to most interviews. As well, some members of the Vision 2000 Steering Committee or study teams attended certain interviews.

The following report on the interviews starts with "General Observations" followed by a more detailed "Presentation of Responses" and concluding comments. As a structure for the presentation of the responses to Questions 2, 3 and 4, we will follow the subject areas used by the other four study teams of Vision 2000:

> Study Team 2 (Colleges and the Changing Economy): the economic role of the college system in the context of a transformation in the nature of working life;
>
> Study Team 3 (Colleges and the Communities): the issues surrounding the social role of the colleges and college system with respect to the diverse communities which colleges both depend on and serve;
>
> Study Team 4 (Challenges to the College and the College System): prospects for organizational change within the individual college and the college system as a whole in order to ensure effective instruction; and
>
> Study Team 5 (Colleges and the Educational Spectrum): consideration of the linkages throughout the educational spectrum, from kindergarten to graduate school.

This division of subjects is understandably artificial. They obviously overlap. At the beginning of the sections on Questions 3, 4 and 5, the responses noted first are of a systemic nature — systemic to the college system and, more broadly, to the education system and to society.

The "Conclusion" of this report then highlights some of the recurrent themes and responses, and discusses their implications for Vision 2000.

General Observations

The great majority of those interviewed were quite positive about the Vision 2000 process and the important role, potential and/or realized, of Ontario's colleges of applied arts and technology. About one-third demonstrated substantial knowledge of the colleges and the issues facing them; the remainder possessed a basic knowledge. Perhaps this is appropriate considering the interview subjects: major decision-makers who, by the nature of their demanding jobs, must be generalists.

Overall, the Ministers' perceptions of the colleges and the college system were more 'constructive' than unequivocably positive, as the reader will note from Appendix 4. The importance of these constructive perceptions cannot be discounted, however. It must be noted that both Question 3 ("What concerns do you have about the colleges then and now?") and Question 4 ("What are the major changes, if any, you would like to see to what the colleges do and/or how they do it?") specifically invited critical comments.

Presentation of Responses

Question 1: "How often do you meet with your local college president or board chair for a briefing on college issues and college system issues?"

Responses

All of the Ministers interviewed would like to be kept informed of college developments and issues.

Ten of the 15 members had never received an invitation from the college chair or president for such a meeting.

Of the five who had, two attended meetings in their roles as ministers of related portfolios, not in their roles as MPPs, and the meetings were not intimate, two-way briefings. The third member had attended briefing meetings in his role as MPP, but only with the former president of his local college. The fourth MPP commented that any meetings had occurred at his request and were not 'backgrounder' meetings. The fifth had met with the president of the local college when that president was lobbying for specific causes or issues of concern to the college. Again, the meetings were not 'backgrounder' briefings.

Comments

It appears that communication links between the decision-makers in the colleges and the provincial government need to be improved. If the colleges want the government to be aware of and act on their concerns, one route would be actively to inform more MPPs/ministers than the Minister of Colleges and Universities. It is assumed that effective, regular, and informed two-way information exchanges would be in the best interest of the college system.

Question 2: "With respect to the college system's first 20 years, what have colleges done well?"

Responses

General/Systemic Comments : One politician said that the colleges have played an important role in the economic and social development of Ontario. Another stated that the standards of college programs are good. Two politicians praised the colleges' flexibility to meet short-term training needs and to adapt to change. One noted that his constituents seemed to feel reasonably well-served by and happy with their local college. This same MPP said he was impressed by the college students he had met.

2. Colleges and the Changing Economy: One politician remarked that the colleges work well with business and industry. Three MPPs praised the colleges' skills training, while one stated that the colleges excel at preparing students to function in the workplace. One said that the general population now perceives a college education to be more practical and relevant than a university education, especially when it comes to finding employment.

3. Colleges and the Communities: Three politicians applauded the community orientation of the colleges. Another said the colleges have demonstrated responsibility with respect to meeting community and human resource needs. The same MPP stated that universities, on the other hand, put academic excellence first and social responsibility second, and found this order of priorities to be unacceptable. Another MPP expressed the belief that the colleges are more effective than the universities at tracking the need for certain skilled workers in the community.

In talking about special needs communities, one politician said that the colleges have provided opportunities for challenging and rewarding employment for many who would otherwise be in unskilled, low-paying jobs. Another remarked that the colleges are successful at eliminating the fear of adults who want to continue their education.

4. Challenges to the College and the College System: No responses fell into this category.

5. Colleges and the Educational Spectrum: Four politicians noted that the colleges have filled an important void by providing alternatives for youths who otherwise would not have pursued post-secondary education. One remarked that the colleges have provided training that the universities won't provide and the high schools can't provide.

One MPP said the colleges have made an honest attempt to liaise with the universities. Another commented that when the system first began, the colleges did not perceive themselves to be in competition with the universities, recognizing their different but important mandate. Of course, the implication of this comment is that competition now exists between the colleges and universities, and that this competition is not a good development.

Comments

The items cited in response to the questions — high program standards, flexibility of programming, good skills training, providing a relevant education, working well with business and industry, and a strong community orientation — reflect well on the colleges.

It should be noted that the MPPs' perceptions of the colleges' strengths are not consistent; it will become evident in the responses to the next question that what some of them considered as strengths others regarded as weaknesses.

Question 3: What concerns do you have about the colleges then/now?

Responses

General/Systemic Comments: One of the MPPs interviewed believed there is general malaise in the system; another perceived the colleges are having a 'mid-life crisis' of identity. In similar words, one MPP said that the role the colleges play in today's society is unclear. There was one comment that declining enrolment and funding in the college system have combined to form a two-edged sword.

One MPP thought the network of colleges has not really been integrated into Ontario's social and economic fabric. Three politicians cited a lack of vision in college strategic planning.

2. Colleges and the Changing Economy:

Responses could be divided into two areas:

A. Serving the needs of the industrial sector and the labour market: One member said that the colleges need greater flexibility to respond to the needs of industry. Two commented that the colleges' ability to respond to the private sector's needs has been reduced in recent years; the implication here is that the colleges were at one time flexible/adaptable, but are losing this leading edge. Another MPP specifically said that the colleges take too long to adjust to change.

Two MPPs noted that industry representatives have complained that the colleges are not providing adequately trained people — not enough, and not good enough. Another noted a shortage of skilled workers and a need for more retraining, but did not attribute this comment to the business community. This MPP said that with all the emphasis on the provision of training by the private sector, the relationship between training/apprenticeship and the public sector had been undervalued and underestimated.

Two members also stated that the colleges have missed opportunities with respect to providing training for government and business clients.

B. Balance of general and applied learning: One member, noting that the colleges are trying to provide both general (i.e., liberal arts and sciences) and technical/vocational education, wondered if it is impossible or inappropriate for the colleges to do both. Another questioned whether there is a role for general education in our college system. In different words, one MPP expressed a similar concern: that the colleges are trying to be too much like the universities in having an academic rather than a practical orientation. But a greater number of MPPs — four — said college education is too narrowly focused, with too much job preparation and not enough general education. This latter group of MPPs believed that for Ontario to be competitive on a global basis, our college graduates have to be creative, innovative, and informed citizens, not just workers trained in a narrow, specific set of skills.

3. Colleges and the Communities:

Responses could be divided into two areas:

A. General: One member said that the colleges need to be 'closer' to the populations they serve — that is, more attuned to the communities' needs as well as geographically closer. This MPP commented that many small, remote communities are not well served by the colleges. A shortage of affordable student housing was cited as one of the main problems in serving remote northern areas. A related comment was that the colleges need to be more sensitive to local and regional needs.

One MPP expressed concern that the northern Franco-Ontarian community is not well served by the existing northern colleges, citing problems with coordinating the French-language programs of the three bilingual colleges as one of the causes of this perceived shortcoming. This MPP is also concerned about where a possible French language college for the north would be located if it were proved to be viable.

B. Public relations: Six members believe there is a perception by the general public that a college education is 'second class' compared to a university education. One noted that to many people, a post-secondary education means only a university education.

One MPP expressed frustration at the excess of university graduates in arts and social sciences when, at the same time, there are insufficient graduates from the colleges in the technical fields.

4. Challenges to the College and the College System:

Responses could be divided into four areas:

A. General: One member stated there is a 'mish mash' of programs — the colleges are trying to be something to everybody, resulting in a shortage of focus and vision. Two similar comments were that the colleges do not form a real system or that they form a 'nonsystem,' with insufficient links among its components. Another noted a lack of 'academic structure.'

One MPP worried the colleges could become "victims of institutionalisation" with less and less student/teacher contact. This member hoped that the colleges would continue to maximize the learning experience.

B. Funding: There were several comments about the funding of the college system. One MPP remarked that the colleges are not able to obtain the capital or human resources required to 'keep up' with the rapidly-changing needs of society. Another said that the colleges have become so 'creative' about funding that we are seeing questionable practices.

One member believed that colleges are too dependent upon funding from federal government programs. Another supported the notion of private employers buying spaces for skills training programs, but did not approve of the federal government doing so.

Referring again to skills training programs, two MPPs said that the colleges fill 'seats' because funding is available, even though in some cases the in-coming students are not prepared for the course, or will not be able to find related work upon completing it. A more general comment from two MPPs was that because of their resource needs, colleges jump too quickly for funding, both provincial and federal. Their perception was that the colleges do not ensure that new programs being funded will assist students, employers, and the colleges' mandate in the long term.

C. Programming: One member believed that although the colleges do a reasonable job of preparing students in the 'softer' applied arts programs — e.g., community service worker — they are weak on the technology side. The MPP connected this weakness with insufficient apprenticeship programs and a 'training crisis.'

With respect to skills training, one MPP remarked that people are confused about the differences between apprenticeship and skills-oriented post-secondary programs, including content, where they are taught, and how to obtain more information about them.

One member was displeased with a perceived trend toward longer programs. This MPP remarked that when the colleges were first established, there were more 2-year and fewer 3-year post-secondary programs than at present, as well as more short courses.

D. College boards, administration, faculty and advisory committees: The quality of college leaders was criticized by two members. One stated that there are too many layers of administration in the colleges, and another questioned the effectiveness of college boards. One expressed concern at not getting the best people to serve on college advisory committees and Boards.

Two MPPs said that college teachers are stagnating and require retraining and upgrading. As well, an MPP stated that college teachers need to be trained as teachers, not just as experts in their fields, implying that college teachers lack pedagogical education. One politician remarked that there are poor or insufficient teachers in the colleges.

Two MPPs criticized the trade unionism of college teachers. One commented that teachers have developed an anti-management attitude but said that pay could not be the issue, feeling that teachers are very well paid. Another said that some teachers are perpetuating a confrontational approach to labour/management relations in their teaching.

One politician, observing that college collective bargaining was a 'mess,' said that he could weep when he thought of the money that had been poured into the system for arbitration. The same MPP remarked that both the union and management have to take responsibility for the current state of affairs. Another MPP thought that a lack of common beliefs amongst the 22 college boards was aggravating the collective bargaining process.

One politician commented on being jaundiced by some college teachers' criticisms regarding poor pay and underfunding, and their concentration on union activities at the expense of teaching. (This MPP did not, however, dispute their rights of association.) Another MPP remarked that technical teachers spend too much time in their part-time businesses/occupations and not enough time teaching.

E. Centres of excellence/special training facilities: One MPP said that there is a dichotomy of politics versus efficiency when establishing programs and centres of excellence. This politician stated that in some cases, the locations of special training facilities have been chosen solely for political reasons, with the result that the location is inappropriate or inconvenient for the particular industry. The same MPP remarked that if every program is a regional development program, we will not be able to compete in the global economy.

5. Colleges and the Educational Spectrum:

Responses could be divided into two areas:

A. Colleges and schools: Five MPPs said the colleges are too restrictive with respect to admissions and that there is creeping credentialism/elitism in the college system.

One politician perceived there to be insufficient consideration of what preparation college-bound students require. Another cited a lack of coordination between high schools and colleges with respect to curriculum and career planning, noting that the colleges serve a huge client group which includes (i) youths straight from high school; (ii) those with degrees/diplomas who are seeking higher education; and (iii) those returning for retraining. This MPP said that college counsellors don't understand all the options and the outcomes of those options, resulting in confusion for the students they counsel.

Another of this MPP's concerns is that high school students lack the prerequisites for college programs in areas where there are severe shortages of skilled workers. The MPP suggested two causes for this situation: (a) a societal bias against technical/trades education; and (b) inadequate counselling.

A different politician thought the colleges are providing some of the education that should have been provided by the school system. This MPP noted that if this situation were addressed the college system would lose part of its current mandate, but suggested that such a change of mandate could also be an opportunity for the colleges.

B. Colleges and universities: Two politicians voiced their frustration with the 'nonrelationship' between, or 'two solitudes' of, the colleges and universities.

Four expressed concern over the lack of transferability of credits between colleges and universities. One MPP, remarking that a college education can be a 'dead end' in terms of earning potential and advancement, hypothesized that this is largely because of a lack of transferability of credit.

Comments

The politicians' responses to the next question (number 4) will go a step further in proposing changes that could solve the real or perceived shortcomings presented above.

Question 4: "What major changes would you like to see?"

Responses

General/Systemic Comments:

Responses could be divided into two areas:

A. General: The most general advice was for college leaders and strategic planners to be more radical and bold in their thinking. Two politicians commented that governments at all levels must do a better job of coordinating all things that relate directly or indirectly to the colleges.

Six MPPs wanted to see more cooperation between colleges and government, colleges and other educational institutions, and colleges and industry, including more articulation agreements.

One politician shared a vision of full accessibility to all ages at all stages of life, including both sexes and all ethnic groups. This MPP said that a new educational culture — one based on a balance between higher standards and affirmative action — will be required to achieve this vision.

One MPP said that there is an urgent need to fight declining enrolment in the colleges.

B. Strategic Planning: Three politicians want there to be more integrated strategic planning. One of these MPPs commented that a true system starts with partnership, pays more attention to systemic issues than the college system currently does, fosters productive but not unhealthy competition between colleges, and shares information and problems openly. The MPP would like to see these characteristics in our system. As well, this MPP said that when planning strategically, the college system needs to look at provincial and regional capacity and need. So far, this politician noted, planning has tended to be a local phenomenon.

Another politician took this comment a step further. Stating that strategic planning should start at the macro-level, the MPP hoped that the colleges would consider international, national and provincial needs, also noting that the colleges have tended to focus on the needs of the local economy and industries.

2. Colleges and the Changing Economy:

Responses could be divided into three areas:

A. Serving the needs of the industrial sector and the labour market: four politicians said the colleges should work more closely with local businesses and industry to determine and meet these employers' needs. One commented that if they did so, the colleges could better acquire the resources (machinery and human) needed to keep pace with the rapidly-changing needs of employers.

Two MPPs wanted the colleges to educate industry about "here's what we can do for you." One wanted the colleges to play a stronger role in training in order to close the gap between the skill needs of Ontario and the reliance on non-Ontarian workers.

B. Balance of general and applied learning: Five politicians wanted the colleges to emphasize long-term employability. Three suggested that more general education is needed — that the ideal educational 'product' is a generalist who also has useful skills.

One MPP wondered whether the private sector rather than the colleges should be teaching skills so that the colleges can change their orientation. This politician figured that at present, a college education is approximately 2/3 skills training and 1/3 general education; the MPP thought a better balance would be 2/3 general education and 1/3 skills training.

Another MPP recommended a two-fold approach to education:

> Addressing shortages in the work force and adjusting rapidly; this is the short-term, skills training component.
>
> For the long term, providing broadly-based education which teaches concepts. Without this, students cannot adapt to change or be good citizens.

This politician said that since today's students will have to return to school regularly for specific skills training, a college education must be more 'liberal' than at present.

Three MPPs believed that skills training should be provided by the colleges in cooperation with the government, but not by the private sector. In this regard, one MPP said that if we leave skills training to industry, we will get specialized, narrow training rather than education for the long-term.

One politician suggested that the colleges return to their original mandate of providing courses in applied arts and technology and stop trying to be like the universities.

C. Roles of international ventures and applied research: One politician wanted to see applied research being done in the college system; an example given was research on training methods.

Two MPPs advocated more international trade and technology activity. One said that our college system should be oriented toward the needs and challenges of a global market. This politician noted that we have a multicultural, multilingual society and are posed to play a major role on the international scene.

3. Colleges and the Communities:

Responses could be divided into three areas:

A. Public relations: Three politicians wanted the colleges to work on improving the public's perception of a college education. Two wanted the colleges specifically to market apprenticeship and trade programs, and fight the negative image of the 'blue collar' worker.

One MPP suggested that the colleges adopt the concept of 'market niche'; that is, glorifying what they do differently and do best.

B. Serving the community: One politician said college administrators should also be community leaders, but that this was not always the case at present. Six MPPs wanted the colleges to put more emphasis on serving the community. Some examples given were: having more general interest courses; making the college the location for community events; looking at the community's special needs and reflecting them in the courses and programs offered; and delivering the message that the colleges are 'community' colleges.

Five MPPs said the colleges should provide literacy training. In this respect, one remarked that the colleges can be a partner but not the leader, since many people who require literacy training are also 'afraid' to approach an institution of higher education such as a college. Another cited illiteracy as one of northern Ontario's biggest problems.

Three politicians spoke of the colleges' responsibility to respond to the needs of the disadvantaged — visible minorities, the disabled, and the socially disadvantaged. One MPP wanted the colleges to address the problem of ill-trained adults, that is, those who are functionally illiterate and/or lack sufficient science and technology education.

Another politician noted that more services are needed for northern, native and Francophone students. The MPP said that more (in quantity) and more affordable student housing should be provided on northern college campuses. This politician also recommended that the financing of housing projects at the northern colleges be re-examined.

4. Challenges to the College and the College System:

Responses could be divided into four areas:

A. Funding: One MPP recommended that the whole area of funding be revisited. Another suggested that college and all public, post-secondary education be 'free' (i.e., without tuition fees) and 'local.'

One politician, in discussing the use of public funds for private skills training programs, expressed doubt that private programs can do a better job than the college-run programs. This

MPP added that in the case of big business, it will train the people it needs with or without public funding. This MPP thought the funding of such programs should be limited to the colleges.

B. Programming: Given the constraints on funding, two politicians suggested that there is a need to redefine the colleges' client group and consider whether the present group is too large. These MPPs recommended asking whether it is reasonable to deliver such a broad range of programs and whether the colleges would do a better job with a narrower mandate.

Seven MPPs wanted to see the colleges' focus on recurrent learning maintained or strengthened. Two wanted easy and flexible continuing higher education, and one said that there should be more programs available for part-time students. One MPP cited a need for more distance education and outreach programs to attend to the colleges' more remote clients.

One politician recommended that in designing programs, the colleges recognize that a college-bound student is usually not as 'intellectually' endowed as a prospective university student. This MPP wanted the colleges to return to a state of ready accessibility and less restrictive admissions. Another suggested that the colleges develop and market programs for those high school students who ordinarily would not pursue higher education rather than those who will continue anyway.

One MPP wanted shorter programs; that is, fewer 3-year and more 2-year (and shorter) programs.

C. College administration and faculty: One politician suggested that providing management incentives would improve college accountability and lead to higher quality leaders. This MPP said it should be emphasized that it is possible to have both autonomy and accountability.

One politician wanted to see more bilingual college presidents and senior administrators.

Two MPPs stressed the need for teachers to be 'kept relevant.' One considered this to be a joint responsibility of the colleges and the industries/fields they serve. Another suggested that work experience in the relevant industry be mandatory for college teachers. One politician recommended that college faculty and students be given practicum opportunities in government for their training.

D. Centres of excellence: Two politicians suggested examining the 'centre of excellence' philosophy to see if it should be adopted on a larger scale in the college system. This would entail a study of such related subjects as accessibility and the rationalization of resources and services. One MPP showed particular concern for programming in the northern colleges, saying that too many colleges were duplicating others' programs and suggesting centres of excellence as the means to achieve more high-quality programs.

5. Colleges and the Educational Spectrum:

Responses could be divided into two areas:

A. Colleges and schools: Four MPPs wanted better dialogue and more linkages between the colleges and the secondary schools.

B. Colleges and universities: Three politicians said there should be more linkages and 'permeability' between the colleges and the universities. Five wanted college-to-university credit; one also suggested university-to-college credit. One MPP wanted to see more joint college-university cooperative programs.

Two MPPs suggested that the colleges become degree-granting institutions. For instance, one suggested the colleges could offer B.A. and B.Sc. degrees and/or a new degree, the Bachelor of Applied Arts and Technology.

One MPP envisioned a single post-secondary system that is degree-granting and governed by a central body. Such a system, according to this politician, would imply no differences between the bachelor-level degrees from the universities and those from the colleges, other than the applied nature and the college curriculum.

Another MPP suggested that cross-appointments between the Ontario Council of Regents and the Ontario Council on University Affairs could help to integrate strategic planning for the two post-secondary systems.

Two politicians wanted the colleges' outcomes to come up to par with those of Ryerson Polytechnical Institute.

Question 5: "Do you have any other comments?"

In a discussion of how to implement changes to the college system, one MPP advocated an incremental approach, saying that we have to 'change the odds' slightly, since marginal changes can significantly increase the likelihood of success. This politician advised the system to seize each opportunity to improve itself.

Three MPPs commented on the university system. One remarked that although the universities get more funding and recognition than the colleges, they are perceived to be 'whiners.' Another comment, which arose in a discussion of accountability, was that the universities are not accountable because of their private charters and their policy of academic freedom. The politician who made this remark also said that if we accept this lack of accountability, we must recognize that the universities are not going to teach skills, and that unless the colleges pick up the slack, this will cause — or worsen — a shortage of skilled persons. The third politician who commented on the university system did so in the context of a discussion of skills training. This MPP said the colleges have been more effective in this respect than the universities.

One MPP wanted to do away with the skills development portfolio. Another politician shared a vision of combining, on the one hand, the labour and skills development portfolios, and on the other, the education and colleges and universities portfolios.

Several of the politicians interviewed also offered advice specifically for the Vision 2000 project:

> Don't emphasize problems; emphasize solutions. Education is the solution.
>
> Don't be afraid to be bold and radical in your recommendations.
>
> Keep your budgets reasonable in making and implementing your recommendations.
>
> Partnership is so very important. Make sure you involve all the relevant players.
>
> Be careful not to send different signals from different advisory bodies. Coordination is crucial, e.g., between Vision 2000 and the Premier's Council. (Two MPPs made this comment.)

Conclusions

In *A Framework for Reviewing the Mandate of Ontario's System of Colleges of Applied Arts and Technology*, it was stressed that much of the answer to the question "What should the college system look like in the year 2000 and how do we get there from here?" would be found in the process of inquiry:

> Vision 2000 will realize its objectives if the discussions and involvement of the colleges and their many communities create the answers as part of the process. In this sense, the process is part of the product. (p. 4)

The process of interviewing senior provincial politicians has helped to identify what the colleges do well, to recognize the problems facing them, and to suggest some solutions to those problems.

It is true that the MPPs' perceptions of the college system are diverse and often conflicting. There are many possible reasons for the conflicts: differences between individual colleges; viewpoints that have been shaped by holding related or unrelated portfolios; differing degrees of knowledge of the college system; and differences of personal philosophy. Nonetheless, certain observations and points of view were repeated often enough to suggest considerable agreement if not unanimity.

The politicians all recognized the importance of the colleges in our educational system. In response to the question concerning what the colleges have done well, the most frequent comment was that they have played a crucial role in providing post-secondary alternatives for youths who cannot or do not wish to attend university. As well, the colleges' important role as a provider of skills training elicited several supportive comments.

A frequently-sounded concern was that there is a need for college system-wide planning and standards. MPPs mentioned a shortage of focus and vision in programming and strategic planning; insufficient communication and other linkages between components of the college 'nonsystem'; and the need for improved coordination and cooperation among colleges and government, colleges and other educational institutions, and colleges and industry. Some MPPs saw a need for macro-level strategic planning that takes into account regional and provincial capacity and need, as well as national and international needs.

Another repeated viewpoint was that a college education has too narrow a focus; that is, too much technical training and insufficient general education. Several politicians advised the colleges to emphasize long-term employability and advocated the provision of generic skills as a mean to achieve that end.

As well, a number of MPPs wanted the colleges' focus on recurrent learning to be maintained or strengthened, recognizing that with the exponential growth in knowledge comes a parallel need for retraining and continuing education. These politicians noted that the colleges could play a major role in providing the flexible, broadly-educated, knowledgeable, and skilled workforce that will be necessary to ensure Ontario's continuing economic success.

Several MPPs recognized the important relationship between the colleges and the employers of college graduates. They emphasized the need for closer working relationships in order to identify training needs, place graduates, ensure that teachers' knowledge and methods are relevant, and provide the necessary capital —both machinery and human — for the colleges to keep pace with Ontario's rapidly-changing society.

A recurring concern was that the public perceives a college education to be 'second class' compared to a university education. Recognizing, too, that seats are going unfilled in college programs for whose graduates there is demand, the politicians stressed the colleges must fight this image problem.

With respect to the college/university relationship, several MPPs stated there is a need for more transferability of credits from college to university to ensure the growth and advancement potential of college graduates. Even though several advocate some kind of transfer arrangement — implying the provision of more academic courses — they see the colleges as 'open door' institutions, catering to a student body of diverse means, backgrounds and academic qualifications. Many expressed concern that the colleges have become too restrictive with respect to admissions, and that credentialism and elitism have crept into the college system.

A number of politicians shared the opinion that the colleges need to put even more emphasis on serving the community by being a focal point for community events, providing courses and programs that are custom-tailored to the colleges' localities, and having leaders who are also community leaders. Several also saw a role for the colleges in providing literacy training.

The implications of the lack of communication between college and government decision-makers and the need to address this situation have already been discussed. It is a piece of advice worth repeating. Such communication will be crucial if the colleges are to play a significant role in the evolution of Ontario society.

As this paper suggests, these 15 senior politicians have provided much insightful and thought-provoking input for the Vision 2000 process.

Appendix 1: Ministers Interviewed

Hon. Elinor Caplan	Minister of Health
Hon Sean G. Conway	Minister of Mines; and Government House Leader
Hon. Alvin Curling	Minister of Skills Development
Hon. Murray J. Elston	Chairman of Management Board of Cabinet; Chairman of Cabinet; and Minister of Financial Institutions
Hon. René Fontaine	Minister of Northern Development
Hon. Monte Kwinter	Minister of Industry, Trade and Technology
Hon. Lily Oddie Munro	Minister of Culture and Communications
Hon. Robert F. Nixon	Deputy Premier; Treasurer; and Minister of Economics
Hon. David Peterson	Premier; and President of the Council; and Minister of Intergovernmental Affairs
Hon. Gerry Phillips	Minister of Citizenship; and Minister Responsible for Race Relations, Multiculturalism and the Ontario Human Rights Commission
Hon. Gregory Sorbara	Minister of Labour; and Minister Responsible for Women's Issues
Hon. John R. Sweeney	Minister of Community and Social Services
Hon. Chris Ward	Minister of Education
Hon. Robert C. Wong	Minister of Energy
Mr. Bob Rae	Leader of the Official Opposition

Additional
Perspectives
on the
College System

Background Papers

Charles Pascal
Chair — Vision 2000 Steering Committee

Vision 2000 Alumni Focus Group Summary Report

Vision 2000

Vision 2000 Alumni Focus Group — Summary Report
George Brown College, October 16th 1989

Background

As part of the Vision 2000 process, the twenty-two colleges were asked to nominate one alumnus to participate in a three-hour focus group. Each college was given a 'profile' based on a random assignment of three variables, namely gender, program area (e.g., Applied Arts) and number of years since graduation (e.g., 5, 10, etc.). The focus group meeting took place at George Brown College on October 16, 1989. For a list of the participants, please refer to the last section of this paper.

Method

The participants were divided into three groups, and each was facilitated by a Vision 2000 staff member. Every group discussed three questions for about 1 1/2 hours. The deliberations were then followed by a plenary session.

Summary of Input

The alumni perceptions are presented according to the guiding questions.

What have the colleges done really well in serving your needs?

- Provided a profession at a reasonable cost, close to home, in a shorter period than university...
- Graduates are very employable...
- College education up-to-date, often ahead of industry, thereby providing graduates with self-confidence...
- Graduates go back to college often — a good continuing education base...
- Colleges provide lifelong support for career pathing; good network of people...
- Practical, on-the-job training as part of college programs; good reality test for world of work...
- Accessible, not intimidating, places to learn...
- Recognize that there are regional differences in what the colleges mean to their communities
- Good mix of 'base' teachers and field instructors...
- Economy-driven, labour-market sensitive — the 'job connection' institutions...
- Accessibility to colleges is excellent and must be maintained...

What needs improvement?

- Need more credit from universities for college work; better mixing and matching opportunities with university and college activity...
- Better services and support for mature students and parent-students...

- More professionalism (e.g., communication/presentation skills, more theory) in some programs (e.g., Health Sciences)...
- Students need to be taught to be "advocates for equity issues"...
- Increased environmental awareness needs to be reflected in curriculum
- Second class image of colleges needs to change...
- Too many teachers know content but can't teach it...
- Some college labs/facilities are too good/ideal and pose problems when graduates hit the real world; students need practica which are realistic...
- Some faculty need more recent work experience...
- More general education is needed without lengthening programs...
- Job placement services need improvement...
- More work experience...
- Career advancement inhibited by terminal nature of diploma...
- No quality control of programs across the college system...
- Want to hear more from business and industry as part of programs...
- Alumni development, use of alumni needs major improvement...
- Alumni need to be included on Boards of Governors, Advisory Committees and other governing agencies

Given your perspective about the future, what do the colleges need to do to adapt and prepare?

- Colleges need to be part of bringing about a safer, healthier environment by what they do and teach...
- Changes in life style, the world of work, and the aging of the population means that colleges need to adapt to an older, more experienced learner interested in multiple-careers...
- There will be severe competition for tax dollars and colleges will have to do a more effective job in promoting their role and generating new sources of revenue...
- Society needs better citizenship on the part of all and colleges should induce their students to 'participate,' 'help,' and 'serve'
- Increased leisure time means that colleges need to provide information and learning experiences that promote healthy life styles, leisure time planning...
- Colleges need to be sensitive to ever-changing family structures in terms of services and the 'role' of education and training...
- Colleges need to understand and adapt to the skills required by the information age by altering the way in which education is delivered and what is taught...
- Colleges need to cooperate even more effectively with other educational institutions and their communities in order to solve major challenges such as literacy...
- Flexibility must be the hallmark of a successful future for the colleges...
- Colleges should continue being highly accessible, and getting a diploma should open doors to other educational opportunities not close doors...

Evaluation of the Focus Group meeting

Participants were asked to evaluate the session and most agreed that it was too short. Others noted that obtaining feedback from alumni should be regularized in the system. Many indicated their interest in being part of some local college Vision 2000 activity and expressed satisfaction with and support of, the Vision 2000 process. Overall, the session was considered a success.

List of Participants Nominated by each College

Ms. Sandra Albrecht, Conestoga College
Mr. Doug Bowman, Sault College
Mr. Sylvain Charron, Northern College
Mr. B. Defina, George Brown College
Mr. Rick Hawkshaw, Centennial College
Ms. Diane Mallory, Sir Sandford Fleming College
Ms. Shelley McGinnes, Canadore College
Ms. Molly Pellecchia, Humber College
Mr. Tony Van Schyndel, Durham College
Ms. Cathy Wallace, Fanshawe College
Ms. Elizabeth Whetham, Mohawk College
Mr. Charlie Benson, Loyalist College
Mr. James Carroll, Algonquin College
Ms. Susan Coetzee, Confederation College
Ms. Deborah Grainger, Georgian College
Mr. Dave Lonsdale, Seneca College
Ms. Jill McBride-Jensen, Niagara College
Mr. Bryan Mercer, St. Lawrence College
Ms. Sherry Snelson, Sheridan College
Mr. Randy Vereecken, St. Clair College
Mr. Darcy Watson, Cambrian College
Ms. Janine Zarycki, Lambton College

Facilitators

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